

लाल बहादुर शास्त्री प्रशासन अकादमी  
Lal Bahadur Shastri Academy of Administration

मुसुरी  
MUSSOORIE

पुस्तकालय  
LIBRARY

अवाप्ति संख्या

Accession No.

107900

346

वर्ग संख्या

Class No.

344.5406

पुस्तक संख्या

Book No.

Ind



**THE ORGANISATION OF THE  
GOVERNMENT OF INDIA**

THE INDIAN INSTITUTE OF  
PUBLIC ADMINISTRATION

---

THE ORGANISATION  
OF THE  
GOVERNMENT OF INDIA



ASIA PUBLISHING HOUSE  
LONDON

© THE INDIAN INSTITUTE OF PUBLIC ADMINISTRATION

*October 1958*

PRINTED BY PYARELAL SAH, AT THE TIMES OF INDIA  
PRESS, BOMBAY, INDIA, AND PUBLISHED BY P. S.  
JAYASINGHE, ASIA PUBLISHING HOUSE, BOMBAY I.

# CONTENTS

FOREWORD by <i>Prof. V. K. N. Menon</i>	ix
INTRODUCTION by <i>Shri S. B. Bapat</i>	xi

## PART I

I	CONSTITUTIONAL DEVELOPMENT	3
II	SALIENT FEATURES OF THE CONSTITUTION OF INDIA	9
	THE PRESIDENT	16
	THE VICE-PRESIDENT	20
	PARLIAMENT	21
	THE COUNCIL OF MINISTERS AND THE CABINET	25
	THE PRIME MINISTER	25
	THE JUDICIARY	26
III	GROWTH OF DEPARTMENTS AND MINISTRIES IN THE GOVERNMENT OF INDIA	29

## PART II

IV	MINISTRY OF EXTERNAL AFFAIRS	37
V	MINISTRY OF DEFENCE	45
VI	MINISTRY OF FINANCE	59
VII	MINISTRY OF HOME AFFAIRS	79
VIII	MINISTRY OF LAW	91
IX	MINISTRY OF COMMERCE AND INDUSTRY	94
X	MINISTRY OF STEEL, MINES AND FUEL	119
	A. DEPARTMENT OF IRON AND STEEL	119
	B. DEPARTMENT OF MINES AND FUEL	125
XI	MINISTRY OF RAILWAYS	138
XII	MINISTRY OF TRANSPORT AND COMMUNICATIONS	153
	A. DEPARTMENT OF TRANSPORT	153
	B. DEPARTMENTS OF CIVIL AVIATION AND COMMUNICATIONS	167
XIII	MINISTRY OF LABOUR AND EMPLOYMENT	183

XIV	MINISTRY OF FOOD AND AGRICULTURE	193
	A. DEPARTMENT OF FOOD	193
	B. DEPARTMENT OF AGRICULTURE	199
XV	MINISTRY OF IRRIGATION AND POWER	233
XVI	MINISTRY OF EDUCATION AND SCIENTIFIC RESEARCH	247
	A. DEPARTMENT OF EDUCATION	247
	B. DEPARTMENT OF CULTURAL ACTIVITIES AND PHYSICAL EDUCATION	262
	C. DEPARTMENT OF SCIENTIFIC RESEARCH AND TECHNICAL EDUCATION	267
XVII	MINISTRY OF HEALTH	279
XVIII	MINISTRY OF INFORMATION AND BROADCASTING	295
XIX	MINISTRY OF WORKS, HOUSING AND SUPPLY	309
XX	MINISTRY OF REHABILITATION AND MINORITY AFFAIRS	323
XXI	MINISTRY OF COMMUNITY DEVELOPMENT	329
XXII	DEPARTMENT OF PARLIAMENTARY AFFAIRS	334
XXIII	DEPARTMENT OF ATOMIC ENERGY	336
XXIV	PARTITION SECRETARIAT	338
XXV	CABINET SECRETARIAT	339
XXVI	PLANNING COMMISSION	342
	SPECIAL AGENCIES MENTIONED IN THE CONSTITUTION	
XXVII	UNION PUBLIC SERVICE COMMISSION	357
XXVIII	INDIAN AUDIT AND ACCOUNTS DEPARTMENT	368
XXIX	ELECTION COMMISSION	374
	PART III	
XXX	FINANCIAL ADMINISTRATION	379
XXXI	SERVICE STRUCTURE AND STAFFING	399
XXXII	WORKING CONDITIONS	406
	<i>Index</i>	411

# CHARTS

GOVERNMENT OF INDIA	<i>facing p.</i>	32
MINISTRY OF EXTERNAL AFFAIRS	” ”	38
MINISTRY OF DEFENCE	” ”	46
MINISTRY OF FINANCE		58
<i>Department of Revenue</i>	<i>facing p.</i>	62
<i>Department of Economic Affairs</i>		66
<i>Department of Company Law Administration</i>		68
MINISTRY OF HOME AFFAIRS	<i>facing p.</i>	80
MINISTRY OF LAW		90
MINISTRY OF COMMERCE AND INDUSTRY	<i>facing p.</i>	94
MINISTRY OF STEEL, MINES AND FUEL		120
<i>Department of Mines and Fuel</i>		126
MINISTRY OF RAILWAYS, RAILWAY BOARD	<i>facing p.</i>	138
MINISTRY OF TRANSPORT AND COMMUNICATIONS		154
<i>Department of Transport</i>	<i>facing p.</i>	154
<i>Department of Communications</i>		166
MINISTRY OF LABOUR AND EMPLOYMENT		182
MINISTRY OF FOOD AND AGRICULTURE		194
<i>Department of Food</i>	<i>facing p.</i>	194
<i>Department of Agriculture</i>	” ”	200
MINISTRY OF IRRIGATION AND POWER		232
MINISTRY OF EDUCATION AND SCIENTIFIC RESEARCH		
<i>Department of Education</i>	<i>facing p.</i>	248
<i>Department of Scientific Research and Technical Education</i>		268
MINISTRY OF HEALTH		280
MINISTRY OF INFORMATION AND BROADCASTING		294
MINISTRY OF WORKS, HOUSING AND SUPPLY		310
MINISTRY OF REHABILITATION		324
<i>Branch Secretariat at Calcutta</i>		326
MINISTRY OF COMMUNITY DEVELOPMENT		330
PLANNING COMMISSION	<i>facing p.</i>	342
FINANCIAL ADMINISTRATION		
<i>Receipts and Disbursements</i>		380

## FOREWORD

THE Indian Institute of Public Administration has, since it was established in 1954, given high priority in its research work to the collection of descriptive information regarding the organisation and processes of government in India at all levels and in all their aspects. It has done this in the belief that this is the first pre-requisite for all critical studies of the subject. Such information is very inadequate at present, especially in a properly organised and easily available form. Some of it can be found, indeed, in many official documents of different kinds, but these have not been prepared, as a rule, for the purpose we have in view, and they are also not always available for one reason or other—out of print, printed but not sold, not printed, for restricted circulation and similar reasons. The Institute believes, therefore, that it is performing a useful service for students of public administration by undertaking the collection of such material and its proper presentation. It has already done so to a certain extent in connection with the seminars we have held on subjects like rural government, city government, public enterprises and the public services. But this volume on the organisational set-up of the Government of India at its headquarters has been a more considerable undertaking on our part. And it is hoped that it will be a useful addition to the literature we have on public administration in India. Its subject matter being what it is, it is obviously a volume which has to be kept continuously up-to-date, and this is the intention of the Institute.

I cannot conclude without an expression of the thanks of the Institute to Shri S. B. Bapat who planned and directed the work, and to all the government departments and officers who gave us their co-operation.

V. K. N. MENON  
*Director,*

INDIAN INSTITUTE OF  
PUBLIC ADMINISTRATION

NEW DELHI  
*September 1, 1958*

## INTRODUCTION

TEACHERS and students of Political Science and Public Administration in India have hitherto laboured under a severe handicap in that there was no convenient source to which they could refer for full and up-to-date information regarding the organisation and functions of the machinery of our government. This volume is intended to fill the gap in so far as the Union Government is concerned, especially its top organisation. It is hoped that it will be of service not only to academic students but also to professional administrators and interested citizens. With the acceptance of the goal of a Welfare State in a socialistic pattern of society, the functions of government are constantly expanding and the design and articulation of the machinery of government have to adapt themselves to the new tasks and conditions as they develop. It is realised, therefore, that revised and up-to-date editions of this volume will have to be brought out at frequent intervals. Provision has been made accordingly in the Institute's programme.

The study is primarily descriptive rather than analytical; the source material is drawn heavily from the administrative memoirs of the various Central Ministries and Departments, their annual administration reports and other documentation regarding their functions and working. In most of the cases verbatim use of the official material has been made to maintain compactness and accuracy. The publication is, therefore, not in the nature of a textbook; it is a systematic description of what is already known of the Central Government in India. It can hardly thus claim any originality.

The book is divided into three parts: Part I traces the constitutional development and the growth of the machinery of government to its present pattern as Ministries and Departments; Part II contains a detailed account of the various Central Ministries and Departments, their field agencies and offices, the special administrative agencies mentioned in the Constitution, the Cabinet Secretariat and the Planning Commission; the inter-relationship of the government departments and agencies and the relations with the Council of Ministers and the Cabinet have also been briefly indicated; Part III gives an outline of the system of financial administration, the service structure and staffing arrangement and working conditions of the Central Government personnel.

This project was initiated by me at a time when I was working as the Director, O & M Division, Government of India and also as the Director of the Indian Institute of Public Administration. The preparation of this volume required sustained and co-operative effort from the staff of the Institute as well as officers of various Ministries and Departments of the Government of India. However, there is no doubt that the major share of the credit should go to Shri Ajit M. Banerjee who, as Research Officer in charge of the project, undertook the main burden. Thanks are also due to Shri Anand K. Srivastava of the office of the Comptroller and Auditor-General of India for preparing the chapter on financial administration.

The present publication contains information up to March, 1958. In fact, one of the primary reasons for some delay in its release has been the consideration of making it up-to-date and complete in all respects. Administration, however, is an ever-changing process; and it will be too much to expect that there are no omissions or errors in the book, dealing as it does with a huge mass of administrative facts and figures. This drawback, nonetheless, does not reduce its usefulness nor does it diminish its importance as the basic study material on 'Indian Administration'; it only points to the need for further and more fruitful co-operation between the Central Government and the Institute in the preparation and the publication of the next edition.

S. B. BAPAT

INDIAN INSTITUTE OF  
PUBLIC ADMINISTRATION,  
NEW DELHI  
*April* 15, 1958

## PART I

## CHAPTER I

# CONSTITUTIONAL DEVELOPMENT

### *Introductory*

THOUGH India may have diversities, religious, linguistic, economic and social, there is behind all these a fundamental unity. In ancient times the whole country was known as Bharatvarsha or the land of Bharata. The edicts of Ashoka found in various parts of India bear testimony to the fact that the whole country was treated as one and there was consciousness amongst the masses about this oneness, though the country repeatedly fell a prey to foreign invasion and had been split up now and then. Similarly, the idea of political unity was not unknown in the sub-continent. Though there were many States in the country, there existed the idea of paramount sovereignty which was attained by the Maurya dynasty in the third century B.C., by the Guptas in the fourth century A.D., by the Moghuls in the sixteenth century and by the British in the nineteenth century.

The Constitution of Free India is the historic culmination from the Constitution established by the Government of India Act of 1935 which was the last enactment amongst a series of important Acts passed by the British Parliament for governing the British possessions in India. These important measures involving adaptation of western principles and institutions, which constituted milestones in the highway of India's constitutional development, deserve brief mention here.

### *Government of the East India Company's Settlements*

In the earlier days of the East India Company, the affairs of the three principal settlements in Bengal, Madras and Bombay were, in each case, administered by a President (or Governor) and a Council, composed of senior servants of the Company, who were responsible to the Court of Directors but had wide powers of government within the settlements under the successive charters received from the British Sovereigns. The term Presidency was applied to the whole tract over which their authority extended.

### *Assumption of Control by British Parliament and the Constitution of a Central Authority*

When the financial affairs of the Company were grossly mismanaged and it was on the verge of bankruptcy, the British Parliament was led to intervene and it ultimately passed the Regulating Act of 1773 for the better management of the affairs of the Company in India as well as in Europe. This was the first Act of Parliament which prescribed a definite system of Government for the affairs of India. It raised the status of the Governor of Bengal to Governor-General and expanded his Council to comprise four members and provided for the establishment of a Supreme Court of Judicature at Calcutta, independent of the Governor-General and his Council, consisting of a

Chief Justice and four other Judges. The Governor-General and Council of the Presidency of Bengal were given certain powers of control over the Presidencies of Madras and Bombay but the then prevailing difficulty of communication made the control of the Bengal Government more theoretical than real. As, however, the administration was to be carried on in accordance with the majority vote of the Council and the Governor-General was given only a casting vote in case of a tie, on occasions he was overruled by the Council and was made to do things which he did not approve of at all. The Council also sometimes found itself powerless before the Supreme Court as the latter could veto the Council's legislation and thereby frustrate its executive Acts, but most of the undesirable features of the Act were remedied by an amending Act of 1781.

*Creation of a Board of Control with a Cabinet Minister as President and Extension of the Powers of the Governor-General of Bengal*

With the passing of Pitt's India Act of 1784, a Board of Control was established in England to enable the British Parliament to control the Indian administration. Real powers of the Board were in the hands of its President, a member of the British Cabinet. At the same time, the Act extended effective control of the Governor-General of Bengal over the two other Presidencies and reduced his Council to comprise three members and two years later, an Act of 1786 empowered the Governor-General to override his Council. The Charter Act of 1813 withdrew the Company's monopoly of trade except with regard to tea and the China

trade and asserted the sovereignty of the British Crown over the Company's territories in India.

*Genesis of the Central Legislature*

The Charter Act of 1833 converted the Company into a purely political and administrative body, winding up altogether its commercial activities. It created a post of Governor-General of India and vested the direction of the entire civil and military administration and the sole power of legislation in the Governor-General-in-Council and thus centralised the administration of the Company in India. As political exigencies led to a great extension of the Presidency of Bengal to the North-West, the Act provided for the creation of a Presidency of Agra, which was constituted in a modified form as the North-Western Provinces under a Lieutenant Governor in the year 1836. Prior to the passing of the Act of 1833, the Governor-in-Council of each Presidency had powers to legislate within the province and this position led to a lot of confusion in the laws of the country. This power of legislation was withdrawn from the Presidencies and a further member known as Law Member was added to the Governor-General's Council, who was not in Company's service and was given the power to vote only when the Council was engaged in work relating to legislation. With the passing of the Charter Act of 1853, the fourth member's position was changed to that of a full member of the Council. The Act of 1853 also made a provision for adding two English Judges from the Calcutta Supreme Court and sending one representative each from the Provinces to the

existing Executive Council to make a Central Legislative Council of twelve members consisting of the Governor-General, the Commander-in-Chief, four members of the Council and six legislative members of whom four were representatives from the Provinces and the other two were the Chief Justice and a Puisne Judge of the Supreme Court. To relieve the Governor-General of direct responsibility for Bengal, a Lieutenant Governor was appointed for that Presidency in 1854.

*Transfer of Government to British Crown and Appointment of a Secretary of State for India*

Three years later, following the outbreak of the Mutiny, an Act was passed in 1858 transferring the Government of India from the control of the Company to the Crown. Although the Act did not make any important change concerning the administration in India, the Governor-General was designated as the Viceroy and Governor-General of India. The Court of Directors was abolished and the President of the Board of Control was replaced by the Secretary of State for India with an Advisory Council, who from this time had powers to superintend, direct and control the affairs of the Government of India on behalf of the Crown.

*Beginnings of Cabinet Government and the Portfolio System*

The Act of 1861 introduced some changes in Indian administration. It provided for the addition of a fifth member in the Executive Council of the Governor-General and also empowered the Governor-General to legislate by ordinances which

had the same authority as Acts of the Legislative Council and to lay down rules for transacting business which enabled him to assign responsibility for specific subjects to individual members of the Executive Council. This was the beginning of the 'Portfolio System.' Further, the Act authorised the Governor-General to associate non-official Indians with the work of legislation and vested legislative powers in the Governments of Bombay and Madras.

*Expansion of the Legislatures*

After the Act of 1861, the British Government did not consider it desirable to grant a further instalment of reforms for thirty-one years. The Governor-General was, however, directed to establish a Legislative Council for Bengal and empowered to establish similar Councils for the North-Western Provinces and the Punjab. Ultimately, the Act of 1892 was passed enlarging the size and functions of the Legislatures. The number of additional members at the Centre was increased to sixteen, out of which four of the additional members were elected by the non-official members of the Provincial Legislatures. In the three Presidencies, the maximum number of additional members was increased to twenty and in the North-Western Provinces to fifteen. Some of the additional members of the Provincial Legislatures were elected by the District Boards, Chambers of Commerce and Universities. The members of the Legislatures were allowed to discuss the Budget and to put questions to the Executive Councillors.

The period between 1892 and 1909 witnessed a great upsurge of nationalist

movement in the country. The non-official members in the Councils and the spokesmen of the Indian National Congress were asserting that the time had come for further constitutional reforms. The partition of Bengal raised a storm of protest and evoked widespread agitation. In the context of this situation, the Indian Councils' Act of 1909 was passed. It was Lord Morley who piloted the Bill through the British Parliament. The Minto-Morley reforms embodied in the Act of 1909 increased the number of additional members in the Central Legislative Council to sixty and the functions of the Council were enlarged. Similar enlargements were made in the Provincial Councils. The members of the Legislative Councils were empowered to move any resolution relating to the Budget, with the exception of budgetary allotment concerning subjects like Foreign Affairs, Ecclesiastical Affairs, Armed Forces etc. The reforms introduced in the Act of 1909 failed to satisfy the aspirations of the people of India as these did not represent a step forward towards parliamentary government. In spite of this, there was very good response from the Indians in the First World War.

#### *Introduction of Dyarchy in the Provinces*

The next Act of the British Parliament, viz. the Government of India Act of 1919, formed a landmark in the history of Indian constitutional development as it was preceded by an important announcement made by the Secretary of State for India in the House of Commons on August 20, 1917, to the effect that the policy of the British Government was "that of the increasing association of

Indians in every branch of the administration and the gradual development of self-governing institutions with a view to the progressive realisation of responsible government in India as an integral part of the British Empire. . . ."

The Act of 1919, which was based on the Montagu-Chelmsford Report, introduced many significant changes in the administration of India. A post of High Commissioner for India in the U.K. was created by this Act, and the occupant of this post was given some powers previously discharged by the Secretary of State for India. This Act also provided for a bicameral legislature, viz. the Central Legislative Assembly and the Council of State at the Centre. Direct election was introduced for both the Houses of the Legislature. Several restrictions were imposed regarding the introduction of bills concerning specified subjects, such as, Public Debt, Armed Forces, Foreign Affairs, etc., and the Governor-General was authorised to prevent the consideration of any bill or even any part of a bill at any stage. Further, this Act introduced two lists of subjects, viz. the Central List and the Provincial List for clearly demarcating the Provincial and Central spheres and introduced dyarchy in the Provinces and the subjects to be dealt with by the Provincial Governments were separated into two categories, viz., (a) reserved subjects such as Irrigation, Police, European Education, Prisons etc., which were administered by the Governor with the help of the Executive Council, and (b) the transferred subjects such as Local Self-Government, Agriculture, Forests, Excise etc., which were administered by the Governor with the help of

his Ministers. Each Province had a triennial single-chamber legislature.

*Advent of Federation, Provincial Autonomy and Dyarchy at the Centre*

By the Act of 1935, India was made a federation and provincial autonomy was granted. Although all the Provinces were to join the Indian Federation automatically, entry into it was made voluntary on the part of the Indian States whose number exceeded 600 in 1935. If a State wanted to join the federation, it had to execute an Instrument of Accession in favour of the Crown. This Act created eleven autonomous Governor's Provinces, viz. Madras, Bengal, Bombay, the United Provinces of Agra and Oudh, Bihar, the Central Provinces and Berar, Assam, the Punjab, the North-West Frontier Province, Sind and Orissa and allowed certain parts of India described as Chief Commissioner's Provinces, viz. Delhi, Ajmer-Merwara, Coorg, the Andaman and the Nicobar Islands and Panth-Piploda to remain under Central control. No Indian State, however, elected to accede to the Federation.

The Act also provided for the distribution of legislative powers between the Centre and the Provinces as per three lists, i.e. the Federal List, the Provincial List and the Concurrent List and introduced bicameral legislatures in Madras, Bombay, Bengal, the United Provinces, Bihar and Assam, the other Provinces having a single Chamber each.

In addition, Dyarchy was introduced at the Centre under which certain subjects falling in the Federal List, viz., Defence, External Affairs, Ecclesiastical Affairs and

the Administration of Tribal Areas were kept with the Governor-General, who administered them with the assistance of three Executive Councillors appointed by him personally. In respect of other federal subjects, the Governor-General dealt with them with the assistance of a Council of Ministers.

The introduction of this Act curtailed several important powers of the Indian Legislature and there were certain subjects on which neither the Federal nor the Provincial Legislatures could pass laws. With regard to non-votable items, which constituted about 80 per cent of the Federal Budget, the Legislature had no control.

*Indian Independence*

The next and the most important Act was the Indian Independence Act of 1947, which provided for the creation as from August 15, 1947 of the two Dominions of India and Pakistan by partitioning India. In addition, it gave legislative supremacy to each Dominion with powers to adopt its own Constitution, abolished the office of the Secretary of State for India and the supremacy of the Crown over Indian affairs including the Indian States.

Until the inauguration of the Republic, India remained a Dominion and was to be governed by the 1935 Act, with modifications. The Crown was to appoint the Governor-General. The powers of the Federal Legislature were to be exercised by the Indian Constituent Assembly which had been elected by the recently elected members of the Provincial Legislatures and had been sitting since November, 1946. The life of the Central Legislative Assembly and the Council of

State which had been elected in the years 1934 and 1937 respectively had been repeatedly extended owing to the situation created by the War. The main task of the Constituent Assembly was to create the new Constitution and it had also general power of legislation on Central subjects and power to amend any Act of the United Kingdom Parliament concerning India, including the Indian Independence Act. The Governor-General was also given full powers to give assent to the amendment of the 1935 Act so as to give effect to the Indian Independence Act.

After the passing of the Indian Independence Act of 1947, all the 552 Princely States contiguous to the territory of India including Jammu and Kashmir joined the Indian Dominion gradually by signing the Instrument of Accession. Later on, the States were integrated territorially—some by being grouped together and some by merger with the adjacent provinces.

### *The Constitution of India, 1950*

The Constituent Assembly of India, as envisaged in the British Cabinet Mission Plan of May 16, 1946, held its inaugural meeting on December 9, 1946. On January 22, 1947, a Resolution of Objectives was adopted by the Assembly, the opening part of which declared “its firm and solemn resolve to proclaim India as an independent, sovereign republic and to draw up, for her future Government, a Constitution”. It commenced its work by appointing a number of committees to report on the various aspects of the proposed constitution. Meanwhile, the Indian Independence Act and the transfer of power on August 15, 1947 made the Assembly a sovereign body. The Assembly took 3 years to complete its work and the new Constitution was adopted and signed by its President Dr. Rajendra Prasad on November 26, 1949. It came into force on January 26, 1950.

## CHAPTER II

# SALIENT FEATURES OF THE CONSTITUTION OF INDIA

### *Form and Core of the Constitution*

THE CONSTITUTION of India is federal in structure. It provides for the establishment of a federation consisting of a Central Government and a number of State Governments. Though the term 'Federation' has not been used in the text of the Constitution, the Drafting Committee, while submitting the draft constitution to the President of the Constituent Assembly, referred to this point and observed that "nothing much turns on this name but the Committee has preferred to follow the language of the preamble to the British North America Act, 1867, and considered that there are advantages in describing India as a Union although its Constitution may be federal in structure." The Constitution provides for a parliamentary system of Government both at the Centre and in the States, based on universal adult suffrage. It creates a strong Centre and vests the constituent powers and the residual powers of legislation in the Central Legislature called Parliament. The legislative power is divided between the Union or Central Government and the States or Local Governments in accordance with three Lists, viz., (i) Union List containing 97 entries, (ii) State List containing 66 entries, and (iii) Concurrent List containing 47 entries. The Parliament and the State Legislatures are both

sovereign in their respective spheres. The duty of ensuring that the Government of a State is carried on according to the Constitution is entrusted to the Union; the executive powers of the Union include power to give directions to the States to ensure compliance with Acts of Parliament. In times of emergency, the Union Executive can assume extraordinary powers and suspend the autonomy of a State.

The Constitution is the supreme law of the land. The courts of law have been empowered by the Constitution to declare Acts of Parliament or State Legislatures to be void if they are repugnant to the Constitution.

The Constitution of India is the biggest and most voluminous constitution in the world. It contains 395 Articles and 8 Schedules.

### *Preamble*

The very first line of the Preamble to the Constitution of India makes it clear that the political power in the Sovereign Democratic Republic of India is derived from the people. The aim of the Constitution is to secure for all its citizens "Justice, social, economic and political; Liberty of thought, expression, belief and worship; Equality of status and of opportunity; and to promote among them all, Fraternity assuring the dignity

of the individual and the unity of the Nation ”.

### *Citizenship*

The Constitution provides for a single citizenship for the whole of the Indian Republic. It only defines the groups of persons who will be, or who will be deemed to be, citizens of India at the commencement of the Constitution. Every person domiciled in India at the inauguration of the Republic, who was born in India or either of whose parents was born in India, or who has been ordinarily resident in India for the 5 years preceding the inauguration of the Republic, is a citizen of India. A person ordinarily resident outside India, who or any of whose parents or grand-parents was born in what was formerly British India or an Indian State subject to the paramountcy of the British Crown, is an Indian citizen, if he has been registered as such at an Indian consulate, whether before or after the commencement of the Constitution.

The remaining provisions of the Constitution on this subject deal with persons who migrated to the territory of India from the territory now included in Pakistan. The immigrants from Pakistan have been broadly divided into two groups — (a) those who migrated to India before July 19, 1948, and (b) those who migrated after July 19, 1948. Every person who migrated to India before July 19, 1948 would be deemed to be a citizen of India at the commencement of the Constitution if he satisfied the following conditions :

- (i) he or either of his parents must have been born in undivided India (India as defined in the Govern-

ment of India Act, 1935, as originally enacted); and

- (ii) he must have been ordinarily resident in the territory of India since the date of his migration.

Every person who migrated to India after July 19, 1948 would be deemed to be a citizen of India at the commencement of the Constitution if he satisfied the following two conditions :

- (i) he or either of his parents or any of his grand-parents must have been born in undivided India; and
- (ii) he must have been registered by an officer appointed by the Government of India in this behalf on an application submitted to such an officer after residence in the territory of India for at least 6 months immediately preceding the date of his application.

No person will be a citizen after he has voluntarily acquired citizenship of any foreign State.

The Constitution does not lay down any provisions for the acquisition or termination of Indian citizenship, for which Parliament has been empowered to make laws.

### *Fundamental Rights*

The fundamental rights granted by the Constitution fall under two categories :

- (i) those which are granted to all persons including foreigners and other people, and
- (ii) those which apply only to Indian citizens.

In the first category are the rights to equality before law, that is, rights relating to the protection of life and personal liberty and in the second category are

the rights to freedom of expression, freedom of association, freedom of movement, etc.

The list of fundamental rights embodied in the Constitution is an impressive one. It guarantees all citizens freedom of speech and expression, freedom to assemble peaceably and without arms, freedom of association, freedom of movement and residence, freedom to acquire, hold and dispose of property and freedom to practise any profession or carry on any occupation, trade or business, freedom of conscience and religion, subject to reasonable restrictions that may be imposed by the State in the interests of public order, morality, etc. It guarantees equality before law and equality of opportunity for all citizens in matters relating to public employment. It prohibits discrimination between citizens on grounds of race, religion, caste, sex, place of birth; trafficking in human beings and forced labour; employment of children below the age of 14 years in factories, mines and any other hazardous employment. It abolishes untouchability and also abolishes the system of conferring of titles by the State excepting military and academic distinctions. It guarantees to the minorities the right of conserving their language, script and culture. It lays down that no person shall be deprived of property except by authority of law. It guarantees the right to move the Supreme Court in case of violation of fundamental rights.

#### *Directive Principles of State Policy*

A novel feature of the Constitution is the inclusion in it of Articles dealing with "Directive Principles of State Policy",

which are affirmative instructions to Government to secure for all citizens social, economic and political justice, as set forth in the Preamble to the Constitution. Though these directive principles are not enforceable through Courts of Law, they are fundamental in the governance of the country and it is the responsibility of the State to apply these principles in making laws. The State shall strive to ensure that in the domestic field, wealth and its sources of production are evenly distributed so as to subserve the common good and are not concentrated in the hands of a few persons; that adequate means of livelihood are ensured for all and no exploitation of labour takes place nor is labour forced to operate in unhumane conditions; that the standard of living is raised and all possible steps are taken to improve public health; that the sick, the disabled and the aged are afforded public assistance; that free and compulsory primary education is provided for all; that agriculture and animal husbandry are improved and organised; that there is separation of judicial and executive powers; that village self-government receives encouragement; that there is a uniform civil code. In the international field, the Republic shall promote peace, encourage settlement of international disputes by arbitration and foster respect for international law and treaty obligations.

#### *The Union and the Units and the Zones*

Until November 1, 1956, the Indian Union consisted of 28 States divided into four categories : Part A States (9), Part B States (8), Part C States (10), and Part D

States (1). From November 1, 1956, the Union Territory has been re-organised into fourteen States, viz. Andhra Pradesh, Assam, Bihar, Bombay, Jammu and Kashmir, Kerala, Madhya Pradesh, Madras, Mysore, Orissa, Punjab, Rajasthan, Uttar Pradesh and West Bengal and six centrally administered areas, viz. Andaman and Nicobar Islands, Delhi, Himachal Pradesh, Laccadive and Aminidive Islands, Manipur and Tripura, according to an amendment introduced in the Constitution of India by an Act of Parliament.

As part of the scheme of re-organisation, the States and the Union Territories (other than the Islands) have been grouped into five Zones as follows:

(a) *The Central Zone*, comprising the States of Uttar Pradesh and Madhya Pradesh;

(b) *The Northern Zone*, comprising the States of Punjab, Rajasthan and Jammu and Kashmir and the Union Territories of Delhi and Himachal Pradesh;

(c) *The Eastern Zone*, comprising the States of Bihar, West Bengal, Orissa and Assam, and the Union Territories of Manipur and Tripura;

(d) *The Western Zone*, comprising the States of Bombay and Mysore; and

(e) *The Southern Zone*, comprising the States of Andhra Pradesh, Madras and Kerala.

A Zonal Council has been established for each of the above Zones as from the 1st of November, 1956, with a view to providing a forum for close co-operation amongst the States and the Union Territories included in each Zone in respect of matters of common interest to them.

The Union Home Minister has been nominated by the President as the common Chairman of all the Zonal Councils. Apart from him, the Council in each case consists of the Chief Ministers of the States included in the Zone along with two other Ministers from each State; the Chief Ministers are to function as Vice-Chairman of the Council by rotation, each holding office for a period of one year at a time.

The Union Territories are represented in the Councils by not more than two members from a Territory in each case, one of these being the Administrator of the Territory himself, namely, the Lt. Governor or the Chief Commissioner as the case may be. In the case of the North East Frontier Agency, the Adviser to the Governor of Assam for the Agency is its representative on the Council for the Eastern Zone.

The composition of the Zonal Councils also provides for the inclusion of certain official Advisers in each Council, namely, a nominee of the Planning Commission, the Chief Secretaries and the Development Commissioners of the States included in the Zone. The Advisers have a right to participate in the discussions of the Council but have no right to vote.

The Zonal Councils are intended to be advisory bodies and as such may discuss any matter of common interest to some or all of the parties represented in them, namely, the Union, the States or the Union Territories. They may advise the Central Government and the Government of each State concerned as to the action to be taken on any such matter. It has been provided that the Zonal Councils may in particular discuss and

make recommendations with regard to any matter of common interest in the field of economic and social planning or questions like border disputes, linguistic minorities, inter-State transport or matters arising out of the re-organisation of States. Provision has also been made for the holding of joint meetings of two or more Zonal Councils.

Zonal Council meetings are to be held in the States included in each Zone by rotation. The Headquarters staff of each Council is to consist of a Secretary, a Joint Secretary and other subordinate officers. It has been provided that the post of Secretary should rotate annually among the Chief Secretaries to the Governments of the States included in each Zone. The Joint Secretary to the Council is appointed by the Chairman and it has been provided that he should be drawn from the cadre of a State not represented in the Council to which he is appointed. The administrative expenses of the Zonal Council Headquarters in each case are to be borne by the Central Government out of monies provided by Parliament.

#### *Distribution of Legislative Powers between the Union and the States*

The distribution of legislative powers between the Centre and the States has been provided for in the Constitution according to the undermentioned three Lists of subjects: with regard to the first of which Parliament and with regard to the second of which the Legislatures of the States have exclusive power to make laws, and both have concurrent powers of legislation with regard to the third.

#### *(1) Union List*

The Union List consists of 97 entries and includes such subjects as defence, foreign affairs, citizenship, extradition, railways and national highways, air navigation, airways, posts and telegraphs, currencies and coinage, banking and insurance, foreign exchange, trade and commerce with foreign countries, election to Parliament and State Legislatures, customs duties and taxes on income, atomic energy, etc.

#### *(2) State List*

The State List consists of 66 entries and includes such subjects as public order, police, prisons and reformatories, local government, public health and sanitation, education, lands, agriculture, forests and fisheries, professions, trades, entertainments, betting and gambling, etc.

#### *(3) Concurrent List*

The Concurrent List consists of 47 entries and includes such subjects as criminal law and procedure, marriage and divorce, contracts, adulteration of food stuffs, trade unions, welfare of labour, social security and social insurance, price control, factories, electricity, newspapers, books and printing presses, etc.

If any provision or a law made by the Legislature of a State is repugnant to any provision or a law made by Parliament or to any provision of an existing law with respect to one of the matters enumerated in the Concurrent List, then the law made by Parliament shall prevail and the law made by the Legislature of a State shall, to the extent of the repugnancy, be void. If, however, the State law has been reserved for, and received the President's

assent, it will prevail over the Central law unless and until Parliament passes a new Act overruling the provisions of a State law. The residual powers of legislation are vested in the Centre, that is, Parliament.

### *Curtailment of State Legislative Powers in Emergencies*

There is a provision in the Constitution for curtailment of State Legislative powers in emergencies. If the President is satisfied of the existence of a grave emergency caused by war or internal disturbance or the threat of either of these, so that the security of India is threatened, he may on the advice of his Ministers issue a Proclamation of emergency to be ratified by Parliament and while it is in operation Parliament may legislate on any subject. The Constitution also provides emergency powers to the Union to deal with a breakdown of the Constitution in a State. If the President is satisfied on a report from the head of a State that Government cannot be carried on in his State in accordance with the Constitution; or a State disobeys the executive direction from the Union, the President may issue a Proclamation transferring the legislative powers of the State to Parliament.

### *Distribution of Revenue and Financial Powers between the Union and the States*

The sources of revenue have been distributed between the Centre and the States. But whereas the States are to retain the entire proceeds from the heads allotted to them, the proceeds of some of the heads of revenue which fall within the Centre's legislative jurisdiction are to be, or may be, assigned wholly or partly to

the States. The main sources of Central Revenue are the following:

Income-tax; customs, excise duties on tobacco and all other goods produced in India, except the alcoholic liquors for human consumption, opium, Indian hemp and other narcotic drugs and narcotics; corporation tax; taxes on capital value of companies; income from the Railway and Postal departments. Some other taxes to be levied by the Centre are to be allocated wholly to the States.

The main sources of revenue of the States are the following:

Land revenue, taxes on agricultural income; duties in respect of succession to agricultural land; estate duty in respect of agricultural land; taxes on lands and buildings; taxes on mineral rights; duties on alcoholic liquors for human consumption, opium, Indian hemp and other narcotic drugs and narcotics; taxes on the entry of goods into a local area; taxes on the consumption and sale of electricity; taxes on the sale or purchase of goods other than newspapers; taxes on advertisements other than advertisements published in newspapers; taxes on goods and passengers carried by road or on inland waterways; taxes on vehicles; taxes on professions, trades, callings and employments; taxes on luxuries, entertainments, amusements, betting and gambling; stamp duties; and shares of Income-tax and allocations, either in whole or in part, from the proceeds of certain other taxes to be levied by the Centre.

Article 275 of the Constitution empowers Parliament to pass legislation for

giving grants-in-aid from the revenues of the Centre to the States which, in the opinion of Parliament, are in need of such assistance. The Constitution has laid down a broad scheme for distribution of resources between the Centre and the States and it has left the task of detailed allocation to the Finance Commission to be set up by the President at the end of every fifth year or earlier. Article 280 provides for the constitution of a Finance Commission. The first Commission is to be set up by the President within two years from the commencement of the Constitution, and thereafter at the expiration of every fifth year or earlier. The first Commission was set up by the President in April, 1951.

The duty of the Commission is to make recommendations to the President on the following points:

- (i) The distribution between the Centre and the States of the proceeds of such taxes as are to be or may be divided between them;
- (ii) The principle which should govern the grants-in-aid from the Centre to the States;
- (iii) Any other matter that may be referred to the Commission by Parliament.

#### *Distribution of Administrative Powers between the Union and the States*

The Union has executive authority over all the matters specified in the Union List and the States have, likewise, executive authority over all the matters specified in the State List except in so far as it is affected by clauses in the Union Legislation implementing a treaty or agreement

with a foreign power. The States' executive authority extends to all matters on the Concurrent List except in so far as it is expressly limited by the powers granted to the Union by an Act of Parliament. The executive power of the Union includes power to give directions to the States, to ensure compliance with Acts of Parliament and other laws in force in the States and to ensure that the executive power of the Union in respect of matters on which it is exclusively empowered to legislate is not prejudiced.

#### *Separation of Powers within the Union and the States*

The doctrine of separation of powers requires the legislative, the executive and the judicial functions of Government to be vested in separate and distinct persons or bodies of persons. One of the Directive Principles of State Policy embodied in the Constitution is that steps shall be taken to separate the judiciary from the executive. It is not possible in practice to make a water-tight separation of these powers but a close approach has been made in this respect in the Constitution of India. In the Centre, the executive power is vested in the President, advised by his Council of Ministers, who are members of and must have the support of the majority in Parliament, the legislative power in the two Houses of Parliament and the judicial power in the Supreme Court. Similarly, in the States the executive power is vested in the Governor, assisted by a Council of Ministers, the legislative power in the State legislature, and the judicial power in the High Court and other lower courts.

*Amendment of the Constitution*

Article 368 provides that an amendment of the Constitution may be initiated only by the introduction of a bill for the purpose in either House of Parliament, and when the bill is passed in each House by a majority of not less than two-thirds of the members of that House present and voting, it shall be presented to the President for his assent and upon such assent being given to the bill, the Constitution shall stand amended in accordance with the terms of the bill. The only provision for the amendment of which ratification by the legislatures of not less than one-half of the States has also been prescribed, relates to the Supreme Court and High Courts, the distribution of legislative powers between the Centre and the States, the representation of the States in Parliament and the procedure for amendment of the Constitution.

*Statutory Authorities*

The Constitution has also provided for the creation of the following statutory authorities:

1. Comptroller and Auditor-General of India
2. Attorney-General for India
3. Election Commission
4. Union Public Service Commission
5. Commissioner for Scheduled Castes and Scheduled Tribes

*Official Language*

Article 343 of the Constitution provides that the official language of the Union shall be Hindi in the Devanagari script, and the form of numerals for official purposes shall be the international form of Indian numerals. English will, however, continue to be the official language for a period of not more than fifteen years from the commencement of the Constitution.

The States have been given the liberty of adopting any one or more languages used in their territory or Hindi as the official language of the State.

Although under the new Constitution India has become a Sovereign Democratic Republic, she continues to be a member of the Commonwealth. By remaining within the Commonwealth, India enjoys the privilege of being represented at Commonwealth conferences, and the right to be consulted on Commonwealth matters.

## THE PRESIDENT

The President of India is the Head of the Indian Union and all executive powers are vested in him. All executive action is expressed to be taken in his name. India having adopted the Parliamentary in preference to the Presidential system of government, the President of the Indian Union exercises his executive powers in accordance with the advice of his Ministers.

*Election of the President* The President is elected by an electoral college consisting of the elected Members of both the Houses of the Union Parliament and the elected Members of the Legislative Assemblies of the States. Every elected member of the Legislative Assembly (Vidhan Sabha) of a State has as many votes as there are multiples of one

thousand in the quotient obtained by dividing the population of the State by the total number of elected members of the Assembly and if, after taking the said multiples of one thousand, the remainder is not less than five hundred, the votes of each member referred to above are further increased by one. Each elected member of either House of Parliament has such number of votes as may be obtained by dividing the total number of votes assigned to the members of the Legislative Assemblies of the States by the total number of elected members of both the Houses of Parliament, fractions exceeding one-half are counted as one and other fractions are discarded.

The above method can be represented by the following formulas :

$$\begin{array}{lcl}
 \text{The number of votes of} & \left. \begin{array}{l} \text{State population} \\ \div \\ \text{(Total number of elected} \\ \text{members in State Legis-} \\ \text{lature} \times 1,000) \end{array} \right\} & \\
 \text{each elected member} & = & \\
 \text{of a State Legislature} & & \\
 \\
 \text{The number of votes of} & \left. \begin{array}{l} \text{Total number of votes of} \\ \text{the elected members of} \\ \text{the State Legislatures} \\ \div \\ \text{Total number of elected} \\ \text{members of both Houses} \\ \text{of Parliament} \end{array} \right\} & \\
 \text{each elected member} & & \\
 \text{of either House of} & & \\
 \text{Parliament} & & 
 \end{array}$$

The election is by secret ballot in accordance with the system of proportional representation with a single transferable vote. No person is eligible for election as President unless he is a citizen of India; has completed the age of 35 years; and is qualified for election as a member of the Lok Sabha. He must not, when the election is held, hold any office of profit under the Government of India or the Government of any State

or under any local or other authority subject to the control of any of the said Governments, other than that of the President or the Vice-President or a Minister of the Union or the Head or a Minister of a State. If he is a member of either House of Parliament or of a House of the Legislature of any State, he vacates his seat on his assuming office as President. The President is entitled without payment of rent to the use of his official residences and is also entitled to such emoluments, allowances and privileges as may be determined by Parliament by law. The emoluments and allowances of the President cannot be reduced during his term of office.

The President holds office for 5 years and is eligible for re-election. He may resign his office by writing under his hand addressed to the Vice-President. He is liable to be impeached for violations of the Constitution. A resolution to impeach the President may be moved in either House of Parliament, after having given him at least 14 days' notice in writing, signed by not less than one-fourth of the total number of Members of the House preferring the charge. The resolution must be passed by a majority of two-thirds of the total membership of the House. If this is done, the charge is investigated either by the other House or by a Court or Tribunal to which the other House refers it. At the time of investigation, the President shall have the right to appear and to be represented. If the House which investigates the charge or causes it to be investigated, passes a resolution by a majority of not less than two-thirds of its total membership declaring that the

charge preferred against the President has been sustained, the President will have to vacate his office.

*Powers of the President* Subject to the understanding that the advice given by the Council of Ministers to the President is generally binding, the President of India enjoys a plenitude of powers which may be divided into: (i) Executive, (ii) Legislative, (iii) Judicial, (iv) Financial, and (v) Emergency.

(i) *Executive Powers* The President is the Executive Head of the Union. The Supreme Command of the Defence Forces of the Union is vested in him. All executive action is expressed to be taken in his name. He is given power to make rules for the more convenient transaction of government business and for allocation of duties among Ministers. He appoints the Prime Minister and the other Ministers are appointed by him on the advice of the Prime Minister. He also appoints the Governors, the Chief Commissioners, the Chief Justice and other Judges of the Supreme Court and the High Courts; the Diplomatic Representatives; the Attorney-General; the Chairman and Members of the Union Public Service Commission; the Comptroller and Auditor-General; the Chief Election Commissioner; etc., etc. These appointments are made by him in his own discretion subject to the requirements of the Constitution. The President has power to nominate twelve Members to the Rajya Sabha to represent literature, science, art and social service. In case he feels that the Anglo-Indian Community is not adequately represented in the Lok Sabha, he can nominate not more than two members of that community

to that House. He has power to nominate Members for Parliament to represent the Andaman and Nicobar Islands, Tribal Areas of Assam, and Jammu and Kashmir.

(ii) *Legislative Powers* In the sphere of legislation, the President has the power to summon and prorogue Parliament and to dissolve the Lok Sabha. He has the right to address Parliament at any time. It is his constitutional duty to do so at the commencement of the first session of every newly elected Parliament and at the commencement of the first session every year to announce the Council of Ministers and parliamentary programme for the session. He may send messages to either House of Parliament at any time in regard to Bills under their consideration. When a Bill has been passed by the Houses of Parliament, it has to be presented to the President, and the President declares either that he assents to the Bill, or that he withholds his assent therefrom: Provided that the President may, as soon as possible after the presentation to him of a Bill for assent, return the Bill, if it is not a Money Bill, to the Houses with a message requesting that they will reconsider the Bill or any specified provisions thereof and, in particular, will consider the desirability of introducing any such amendments as the President may recommend in his message, and when a Bill is so returned, the Houses reconsider it accordingly, and if the Bill is passed again by the Houses with or without amendment and is again presented to the President for assent, the President shall not withhold his assent therefrom. His assent is needed for all State Bills reserved for his consideration. The President must

see that certain statements and reports are periodically placed before Parliament. These include: annual reports of the Comptroller and Auditor-General of India, the Union Public Service Commission, the Special Officer for Scheduled Castes and Scheduled Tribes, etc. He has the power to sanction the introduction of certain legislative measures: e.g., Bills for the alteration of State boundaries; Money Bills; Bills involving expenditure; Bills affecting taxation in which the States are interested; State Bills imposing restrictions on freedom of trade. Further, the President has the power to legislate by Ordinances during recesses of Parliament.

(iii) *Judicial Powers* The President has the power to grant pardons, reprieves, respites or remissions of punishment or to suspend, remit or commute the sentence of any person convicted of any offence, (a) in all cases where the punishment or sentence is by a Court Martial; (b) in all cases where the punishment or sentence is for an offence against any law relating to a matter to which the executive power of the Union extends; and (c) in all cases where the sentence is a sentence of death.

(iv) *Financial Powers* No Money Bill can be introduced in the Lok Sabha without the previous permission of the President. He orders the Budget to be laid before Parliament every year. No demands for grants can be made, except on his recommendations. He can make advances from the Contingency Fund of India to meet unforeseen expenses, pending approval of Parliament.

(v) *Emergency Powers* In cases of grave emergency: (a) in which the security of India or any part of the territory of

India is threatened whether by war or by external aggression or by internal disturbance, or (b) in which the failure of constitutional machinery in a State is reported, or (c) in which the financial stability or credit of India or any part of the territory of India is threatened, the President has the power to issue a Proclamation and to take such steps as he may think necessary to deal with the emergency, subject of course to the provisions of the Constitution.

*President's Secretariat* In the discharge of functions devolving on him under the Constitution, the President is assisted by the President's Secretariat. The President's Secretariat consists of two independent offices, viz., the Office of the Secretary to the President and the Office of the Military Secretary to the President under the administrative control of the Secretary to the President and the Military Secretary to the President respectively. These offices stand in a special category and do not come under the classification of a Ministry, Attached or Subordinate Office.

The functions of the office of the Secretary to the President cover a wide field. It serves as a link between the President and the Ministries/Departments of the Government of India and is responsible for submitting to the President all official papers which require his orders and further communicating these orders to the Ministries/Departments concerned. It also deals with all official correspondence on various matters of policy or detail which the President may handle through personal channels such as with Governors. It is also responsible for dealing with such semi-official and private

references as interviews and appointments, correspondence arising from the President's connections with a number of semi-government organisations.

The office of the Military Secretary to the President is responsible for a large number of varied executive duties like: (a) the proper conduct and arrangement for all functions held at the Rashtrapati Bhavan and the Prime Minister's House; (b) planning, preparation and arrangements of the President's tours; (c) control over the President's gardens; (d) award of the President's warrants of appointments, patronage, trophies, medals, presents and photographs; (e) the ad-

ministration and allotment of accommodation on the President's Estate and in Rashtrapati Bhavan; (f) smooth running of catering and household of the Prime Minister's House and arrangements connected with entertainments given by the Prime Minister, the Vice-President, and the Ministers of the Government of India. There are four Subordinate Offices (Office of the Executive Engineer, President's Estate Division; Commandant, President's Bodyguard Office; President's Camp Post Office; and Enquiry Office) functioning under the control of the Military Secretary to the President.

## THE VICE-PRESIDENT

The Constitution provides for a Vice-President of India who is elected by the Members of both Houses of Parliament, assembled at a joint meeting, in accordance with the system of proportional representation by means of a single transferable vote. The voting at such an election is by secret ballot. No person is eligible for election as Vice-President: unless he is a citizen of India; has completed the age of 35 years and is qualified for election as a member of the Rajya Sabha. He must not hold any office of profit and cannot remain a member of any legislature after his election.

The Vice-President holds office for 5 years unless he resigns or is removed earlier. A Vice-President can be removed from office by a resolution of the Rajya Sabha passed by a majority of all the

Members of the Sabha and agreed to by the Lok Sabha. No such resolution can be moved, unless a 14 days' notice has been given to the Vice-President. He is ex-officio Chairman of the Rajya Sabha and as such performs all the usual functions of a presiding officer. He casts his vote only in case of a tie. He is entitled to the salary and allowances attached to the office of the Chairman of the Rajya Sabha. When the President is unable to discharge his functions owing to absence, illness or any other cause, the Vice-President deputizes for him. In the event of death, resignation or removal of the President, the Vice-President is to act as President till the new President is elected and assumes office. Election of the President must be held within six months of the date on which the office falls vacant.

## PARLIAMENT

The Parliament is the Central Legislature in India. It is bicameral and consists of the President and two Houses called the Rajya Sabha and the Lok Sabha respectively. The Lok Sabha consists of the people's elected representatives, whereas the Rajya Sabha consists of representatives partly elected and partly chosen by the President. The President must, from time to time, summon each House of Parliament to meet at such time and place as he thinks fit, but six months shall not intervene between the two sittings. The President may, from time to time, prorogue both the Houses and/or either House and dissolve the Lok Sabha.

*Lok Sabha (Lower House)*

It is laid down in the Constitution that the Lok Sabha is to consist of not more than five hundred members directly elected by the people, on the basis of adult suffrage. The proportion of electoral representation must not be less than one representative for every 75,000 and not more than one for every 500,000 of the population. Though separate communal electorates have not been recognised under the new Constitution of India, it has reserved certain seats for a period of 10 years (1950-60) for the Scheduled Castes, the Scheduled Tribes and the Anglo-Indian Community. The President of India is authorised to nominate not more than two Anglo-Indians to the Lok Sabha if they do not get adequate representation through elections. The life of the Lok Sabha is 5 years unless it is dissolved earlier. This period may, however, be extended by Parliament, while

a proclamation of emergency is in operation, for a period of one year at a time but not exceeding in any case beyond a period of six months after the proclamation has ceased to operate.

The Lok Sabha must choose two Members of the House to be its Speaker and Deputy Speaker respectively. The Speaker presides over the meetings of the Lok Sabha and is responsible for the maintenance of order and discipline in the House. No person can speak without his consent and he decides all questions of procedure. The Speaker does not vote except in the case of a tie. It is up to the Speaker to decide as to whether a particular Bill is a Money Bill or not, and his decision is final.

*Rajya Sabha (Upper House)*

The Rajya Sabha is a permanent House and not subject to dissolution, with one-third of its members retiring every two years. Its membership cannot exceed 238 representatives of the States, plus twelve members to be nominated by the President. These twelve members shall be persons having special knowledge or practical experience of literature, science, art and social service. The representatives of States are to be indirectly elected to the Rajya Sabha.

The Vice-President of the Indian Republic is the ex-officio Chairman of the Rajya Sabha. A member of the House is elected as the Deputy Chairman, who presides over the meetings of the House in the absence of the Chairman. He vacates his office if he ceases to be a member of the House. He may at any

time resign his office. He may be removed from his office by a resolution passed by a majority of all the then members of the Rajya Sabha. However, a notice of 14 days is required for passing such a resolution.

### *Powers of Parliament*

The Parliament of India has been conferred powers by the Constitution of India to make laws on those matters which are given in the Union List and the Concurrent List, consisting of 97 and 47 entries respectively. It can also pass laws even on those matters which are given in the State List, if the Rajya Sabha passes a resolution by a two-thirds majority declaring such matter or matters to be of national importance and interest, and also during the period of proclaimed emergency. Parliament controls the purse of the country. No tax can be levied and no money can be spent without the consent and authority of Parliament. However, the expenditure charged on the Consolidated Fund is not submitted to the vote of Parliament. But either House is at liberty to discuss the estimates of the expenditure. Parliament cannot take the initiative in the matter of a Money Bill or a supplementary grant. That can be done only by the President in the case of an amendment making provision for the reduction or abolition of any tax.

Parliament has control over the Union Executive to the extent that it is responsible to the Lok Sabha, which means that the Ministry must resign if a vote of no-confidence is passed against it in Parliament. The members of Parliament can interrogate the Ministers in charge of the various Ministries/Departments.

Parliament has also got the power to amend the Constitution. The amendment can be initiated only by the introduction of a Bill in either House of Parliament. If such a Bill is passed by each House by a majority of the total membership of the House, and at least by a two-thirds majority of the members present and voting and thereafter is assented to by the President, the Constitution will stand amended in terms of the Bill. But if the Bill seeks to amend the provisions of the Constitution relating to the election of the President, the extent of the executive powers of the Union and the States, the legislative lists and relations, the Union Judiciary, the High Courts and representation of States in Parliament, it must be ratified by at least half the legislatures of the States before it is presented to the President.

It is evident that Parliament enjoys tremendous powers in legislative, financial and executive fields. But the laws made by Parliament are subject to judicial review, i.e., the judiciary of India has power to declare an act of Parliament unconstitutional and void on the ground that it violates the provisions of the Constitution.

### *Legislative Procedure*

All Bills, except Money Bills and other financial Bills can originate in either House. Money and other financial Bills can only originate in the Lok Sabha. Generally, a Bill shall not be deemed to have been passed unless it is passed by both Houses. If there is a difference of opinion between the two Houses, there is a provision for the joint sitting of both Houses. If the Bill is passed by a majority of the members present and voting at a

joint sitting, the Bill is deemed to have been passed by both Houses. The Bill, thus passed, is then presented to the President for his assent. The President either gives his assent to the Bill or withholds his assent therefrom. In the latter case he returns the Bill, if it is not a Money Bill, as soon as possible after its presentation to him, to the Houses with a message requesting reconsideration of the Bill or any specified provisions thereof and when a Bill is so returned by the President, the Houses reconsider the Bill accordingly and if the Bill is passed again by the Houses with or without amendment and is again presented to the President for assent, the President shall not withhold his assent therefrom.

A special procedure, however, has been laid down for Money Bills, which can only be introduced in the Lok Sabha. After being passed by the Lok Sabha, it is transmitted to the Rajya Sabha for its recommendations. The Rajya Sabha must, thereafter, return the Bill with its recommendations within 14 days from the date of its receipt. If it does not return the Bill within this period, the Bill is deemed to have been passed by both Houses in the form in which it was passed by the Lower House. If the Upper House, however, returns the Bill to the Lower House within this period with its recommendations, the Lower House has the authority either to accept or reject any of these recommendations; the Bill shall thereafter be deemed to have been passed by both Houses of Parliament.

### *Financial Procedure*

The main features of the financial procedure are: (i) an Annual Financial

Statement, (ii) the Demands for Grants, and (iii) the Appropriation and the other Financial Bills. In respect of every financial year, the President must cause to be laid before both Houses of Parliament an annual financial statement of estimated receipts and expenditure for the Government of India. The estimates of expenditure shall show separately the sums required to meet expenditure charged upon the Consolidated Fund of India and the sums required to meet other expenditure. The expenditure charged on the Consolidated Fund of India is non-votable, but can be discussed in either House of Parliament. The estimates relating to other expenditure are submitted to the Lok Sabha in the form of demands for grants and the House has the power to give or refuse assent to any demand or reduce its amount. No demand for a grant can be made except on the recommendations of the President.

When grants have been made by the Lok Sabha, a Bill is introduced to provide for the appropriation out of the Consolidated Fund of India. No money can be withdrawn from the Consolidated Fund of India except under the Appropriation Act. Apart from the normal demands for grants, the President is authorised to place before Parliament demands for additional or supplementary or excess grants if necessary. The Lok Sabha has been empowered to make advance grants or even exceptional grants to which also the normal procedure for grants or appropriation applies.

### *Officers of Parliament*

Among the principal officers of Parliament are the Chairman and the Deputy

Chairman of the Council of States and the Speaker and the Deputy Speaker of the House of the People. To enable these officers to discharge their duties independently, the Constitution has made a special provision for their salaries and allowances to be charged on the Consolidated Fund of India and therefore not subject to the vote of the two Houses.

### *Committees of the Houses*

In a parliamentary democracy, the Committees constituted by Parliament have a very important role to play in the day-to-day discharge of Parliament's business. The Committees of the House of the People fall mainly under three categories:

- (i) Committees of a general nature concerned primarily with the organisation and powers of the House, e.g. Committees on Rules, Privileges, Absence of Members, the Business Advisory Committee and the Committee on Government Assurances;
- (ii) The Legislative Committees which include Select Committees appointed for the consideration of Bills and Committees on Petition, Private Members' Bills and Resolutions and on Subordinate Legislation; and
- (iii) The Committees for Financial Business like the Committees on Public Accounts and on Estimates.

Generally speaking, these Committees are appointed either on a motion adopted by the House itself or by the Speaker. One-third of the Members of a Committee constitute the quorum for a

meeting. The sittings of these Committees are private; and they are empowered to summon witnesses to appear before them and to require production of any papers or records. The Council of States (Rajya Sabha) also functions more or less on a similar system of Committees.

### *First Elections (1952)*

In 1952, the House of the People had 499 members, one less than the maximum prescribed in the Constitution. Among them were 10 members nominated by the President—one each to represent the Part B Tribal Areas of Assam and the Andaman and Nicobar Islands, two representatives of the Anglo-Indian community and six members from the State of Jammu and Kashmir. The remaining 489 members, including 72 Scheduled Caste members and 26 Scheduled Tribe members, were returned from 401 territorial constituencies.

### *Second Elections (1957)*

The total number of members in the House of the People now is 505, 15 less than the maximum prescribed in the Constitution as amended by the Constitution (7th Amendment) Act, 1956. Three have been nominated by the President to represent the Part B Tribal Areas of Assam and the Anglo-Indian community. Six members to represent the State of Jammu and Kashmir and one to represent the Andaman and Nicobar Islands have been nominated by the President. Seventy-six seats are reserved for members representing the Scheduled Castes and Scheduled Tribes.

## THE COUNCIL OF MINISTERS AND THE CABINET

Article 74 of the Constitution of India provides for a Council of Ministers with the Prime Minister at the head to aid and advise the President in the exercise of his functions. The Council of Ministers is collectively responsible to the House of the People (Lok Sabha). This means that the Council continues in office so long as it enjoys the confidence of the House of the People. Though the President is obliged to act on the advice of his Ministers, he must exercise his powers in accordance with the Constitution. The question whether the President has acted on the advice of his Ministers cannot be enquired into in any court of law.

Article 75 lays down that the Prime Minister shall be appointed by the President and other Ministers are to be appointed by him on the advice of the Prime Minister. In choosing his Ministers, the President can have no discretion if any political party has a clear majority in the House of the People. A Minister at the time of his appointment need not necessarily be a member of Parliament nor need he necessarily resign on losing

a seat in Parliament but if for a period of six consecutive months he is not a member of either House, he ceases to hold office.

The President must be kept informed of the executive decisions and legislative programmes of the Ministers; he must be supplied with such further information respecting these matters as he calls for. If the President so requires, the Prime Minister must submit for the consideration of the Council of Ministers any matter on which a decision has been taken by a Minister but which has not been considered by the Council.

The Council of Ministers comprises Ministers who are members of the Cabinet, Ministers who are not members of the Cabinet, called Ministers of State and Deputy Ministers. The Cabinet consisting of Ministers of the first category shapes and finally determines the policy of Government. The Ministers who are not members of the Cabinet also attend meetings of the Cabinet when matters concerning their Ministry are to be considered by the Cabinet.

## THE PRIME MINISTER

The Prime Minister occupies a key position in the constitutional structure of India. He is normally the leader of the majority party in the House of the People and wields all the authority of that position. He is the first amongst equals and is more than that, for it is he who chooses the other ministers. The President nomi-

nally exercises the executive power of the Union in normal day-to-day affairs of the Union and the Prime Minister is the *de facto* head of the executive. All the wide powers vested in the Centre including the emergency powers of the President are to be exercised mainly on his advice.

## THE JUDICIARY

### *The Union Judiciary (The Supreme Court)*

A Supreme Court of Justice is an essential and integral part of a federal constitution. The Supreme Court is the authoritative interpreter of the Constitution.

The Supreme Court, which was inaugurated on the 26th January, 1950, consists of the Chief Justice and ten other Judges. The number of Judges can only be increased by a law of the Indian Parliament. Every Judge of the Supreme Court is appointed by the President in consultation with such of the Judges of the Supreme Court and of the High Courts in the States as the President may deem necessary for the purpose. It is provided in the Constitution that in the case of appointment of a Judge, other than the Chief Justice, the Chief Justice of India must be consulted.

A person will be qualified for appointment as a Judge of the Supreme Court only if he is a citizen of India, and: (a) has been a High Court Judge for at least five years; or (b) has been for at least ten years an Advocate of a High Court or of two or more such Courts in succession; or (c) is in the opinion of the President a distinguished jurist. The age of retirement of the Judges is 65 years. No person who has held office as a Judge of the Supreme Court shall plead or act in any court or before any authority within the territory of India. The salary of the Chief Justice is Rs. 5,000 per month and that of other Judges Rs. 4,000 per month. Neither the privileges nor the allowances of a Judge nor his rights in respect of leave of absence or pension can be varied to his disadvantage after his appointment.

A Judge may resign his office by writing to that effect to the President. He can only be removed from his office by an order of the President passed after an address from each House of Parliament, supported by a majority of the total membership of that House and by a majority of not less than two-thirds of the members of that House present and voting, has been presented to him for such removal on the ground of proved misbehaviour or incapacity.

A novel procedure for the appointment of 'Ad Hoc' Judges has been provided in the Constitution. The Chief Justice of India can with the previous consent of the President and in consultation with the Chief Justice of the High Court concerned, request in writing the attendance of a High Court Judge at the sittings of the Supreme Court as an 'Ad Hoc' Judge in case there is no quorum of the Judges of the Supreme Court available to hold or continue any session of the Court. He can also, with the previous consent of the President, request any person who has held the office of a Judge of the Supreme Court or of the Federal Court to act as a Judge of the Supreme Court.

The Supreme Court is to sit in Delhi or any other place or places as the Chief Justice of India may appoint from time to time with the approval of the President.

### *Powers of the Supreme Court*

The powers of the Supreme Court, besides that of reviewing any judgment pronounced by it (subject to the provisions of any law made by Parliament or any rules

made under Article 145 by the Supreme Court) and of grant of special leave to appeal, can be classified under three heads--Original, Appellate and Advisory.

(1) *Original Jurisdiction* The Supreme Court has original jurisdiction in any dispute, (a) between the Government of India and any State or States on one side and one or more other States on the other; or (b) between the Government of India and one or more States; or (c) between two or more States, if and in so far as the dispute involves any question, whether of law or of fact, on which the existence or extent of a legal right depends. However, the original jurisdiction shall not extend to a dispute to which a State specified in Part B of the first schedule was a party, if the dispute arises out of any provision of a treaty, agreement, covenant, engagement, Sanad or other similar instrument executed before the commencement of the Constitution (before 26 January, 1950) and has been in force after it or to any dispute to which any State is a party if the dispute arises out of any provision of a treaty or agreement or covenant or a similar instrument which provides that the said jurisdiction shall not extend to such a dispute.

The Supreme Court is also empowered to issue orders or writs in the nature of the writs of Habeas Corpus, Mandamus, Prohibition, Quo Warranto and Certiorari or any of them for the enforcement of Fundamental Rights. However, this jurisdiction is not exclusive. The High Courts have also been given similar powers.

(2) *Appellate Jurisdiction* This jurisdiction applies to three types of cases, viz. constitutional, civil and criminal. As regards constitutional cases, an appeal

can be made to the Supreme Court against judgment or decree or final order of a High Court in any case, if the High Court certifies that the case involves a substantial question of law as to the interpretation of the Constitution. If the High Court refuses to give such a certificate, the Supreme Court may grant special leave for such an appeal if it is satisfied that the case involves a substantial question as to the interpretation of the Constitution.

An appeal shall lie to the Supreme Court, (a) against an appellate judgment of a High Court setting aside an order of acquittal of an accused person and sentencing him to death, (b) against a sentence of death passed by a High Court not in exercise of its original or its ordinary original jurisdiction but in a case which it has withdrawn from subordinate court for trial, (c) in any other case in which the High Court grants a certificate of fitness for appeal, subject to the Rules of the Supreme Court. Parliament may by law confer on the Supreme Court any further powers to entertain and hear appeals from any judgment, final order or sentence in a criminal proceeding of a High Court subject to such conditions and limitations as may be specified in such law.

An appeal shall also lie to the Supreme Court from any judgment, decree or final order in a civil proceeding of a High Court if it certifies the case as fit for appeal. An appeal also lies to the Supreme Court if the High Court certifies that the amount or value of the subject matter of the dispute is not less than Rs. 20,000 or such other sum as may be specified by Parliament by law or that the

judgment, decree or final order involves directly or indirectly some claim or question respecting property of like amount or value or that the case is a fit one for appeal to the Supreme Court. No appeal shall lie to the Supreme Court from the judgment of one Judge of a High Court, unless Parliament provides otherwise by law.

(3) *Advisory Jurisdiction* The President of India, if it appears to him at any time that a question of law or fact has arisen, or is likely to arise which is of such a nature and of such public importance that it is expedient to obtain the opinion of the Supreme Court upon it, may refer the question to the Supreme Court for consideration and the Supreme Court may, after such hearing as it thinks fit, report to the President its opinion. This is a kind of advisory or consultative function which the Supreme Court may be called upon to perform and its opinion may be found to be useful by the Government when they are not sure about the validity of any legislative measure which they are contemplating in the interest of the public.

In addition to the jurisdiction conferred upon the Supreme Court by the Constitution itself, Parliament may by law confer further jurisdiction and powers upon it with respect to any of the matters in the Union List. Parliament may also by law confer on the Supreme Court power to issue directions, orders or writs, including writs of Habeas Corpus, Mandamus, Certiorari and Quo Warranto,

for any purpose other than those mentioned in Clause (2), Article 32 of the Constitution (for the enforcement of Fundamental Rights). Parliament may by law make provisions for conferring such supplementary powers as may appear to be necessary or desirable for the purpose of enabling the Supreme Court to function more effectively to exercise the jurisdiction conferred upon it by the Constitution.

### *High Courts*

High Courts stand at the head of the judicial administration in the States. It has been laid down that there shall be a High Court for each State. At present, there are 14 High Courts in the States. Every High Court consists of a Chief Justice and a number of Judges as fixed by the President according to the needs of the States concerned. The President appoints Judges to the High Courts in consultation with the Chief Justice of India, the Governor of the State concerned and, in the case of a Judge other than the Chief Justice, the Chief Justice of the High Court.

Every High Court has the power throughout the territory subject to its jurisdiction to issue to any person or authority orders or writs of Mandamus, Prohibition, Quo Warranto and Certiorari for any purpose including the enforcement of Fundamental Rights. The High Court has both original and appellate jurisdiction in civil as well as in criminal matters.

## GROWTH OF DEPARTMENTS AND MINISTRIES IN THE GOVERNMENT OF INDIA

A DEPARTMENT or Ministry of a Government represents the largest sub-division or cross-section of its administrative structure, designed for the satisfactory discharge of its functions and responsibilities. The business of every well-organised Government is transacted through different Departments or Ministries which are generally responsible for particular subjects or groups of subjects. Within the framework of the broad principles embodied in the Constitution or specific Acts passed by the legislature, the different Departments or Ministries are responsible for the formulation of policies within the sphere of their responsibility as well for the execution and review of those policies. A glance at the list of the Departments/Ministries of the Government of India, as they have come into being from time to time, makes it clear that their number and character have kept pace with the expansion of the activities of the Central Government in scope, volume and complexity.

In India, marked increase in governmental activity started during World War II. It was in this period that many of the Government's activities in industrial and other fields began. After independence, the State assumed new responsibilities of a varied nature for promoting industrial and economic development as

well as for ensuring economic justice and social security. For implementing the First and the Second Five Year Plans, the activities of the Government of India increased beyond measure, as a result of which new Departments/Ministries were created or new functions were added to the existing Departments or Ministries.

In this connection, it may be appropriate to give a brief historical resume of the growth of Departments in the Government of India.

The Charter Act of 1773 during the East India Company's rule made the Government of the Fort William in Bengal the Supreme Government which ultimately developed into the Government of India.

The official business of the Presidency of Fort William in Bengal, which related primarily to trade and cognate subjects, in the early days, was disposed of in the Council of which the Chief or Governor was the President and the Senior 'factors' were members. No subject-heading was allotted to different items of business and these were generally called "consultations" or "proceedings". Originally, the Council with the Governor (later Governor-General) as its President worked together as a Board and decided all questions by a majority of votes. The difficulties which Warren Hastings encountered from such arrangement gained

historical notoriety. Lord Cornwallis, at the time of his appointment as Governor-General, insisted on being given enlarged powers and as a concession to his demand, he was invested with authority to override his Council and to act on his own responsibility in matters of grave importance and this system continued till the transfer of power in 1947.

In 1763, the development and expansion of the Company's activities necessitated the distribution of their official work between two Departments which were designated "Public" and "Secret". To the former was assigned all business relating to shipping, revenue, fortifications, accounts, appointments and it continued the original series of consultations under the new departmental name. Work connected with military plans, etc., and all transactions with the "Country Government" and other Colonial Powers were assigned to the Secret Department. Both the Departments were placed under the charge of a Secretary but their records were kept separate.

As time passed by, other Departments or Branches were created to afford necessary relief to the Public Department or to put the work on a systematic basis. The Secret Department was the nucleus of the Foreign and Political Department and the Military Department which grew up later by separation of activities and functions and the Public Department was the forerunner of the Home Department, the Revenue Department and other Departments and Branches concerned with different subjects for the internal government of the country.

On April 29, 1843, the Governor-General-in-Council decided to separate

completely the Secretariat of the Government of India from that of Bengal. The former Government had earlier (January, 1843) appointed a distinct Secretary for its Financial Department and in May, 1843, the other Departments were also separated. The Political, Foreign and Secret Branches were placed under another Secretary and the Department was called the Foreign Department of the Government of India and the remaining Branches, viz., Revenue, Separate Revenue-General, Marine, Judicial, Legislative and Ecclesiastical were placed under a Third Secretary and the Department was called the Home Department of the Government of India. No change was made regarding the Military Department.

A list of the different Departments as they grew up from time to time to administer different subjects from the time of Warren Hastings up to the present is given below:

(a) *Departments in the Year 1785*

- |            |               |
|------------|---------------|
| 1. Public  | 4. Military   |
| 2. Secret  | 5. Inspection |
| 3. Revenue |               |

(b) *Departments in the Year 1869*

- |             |                 |
|-------------|-----------------|
| 1. Home     | 4. Finance      |
| 2. Foreign  | 5. Public Works |
| 3. Military | 6. Legislative  |

(c) *Departments in the Year 1906*

- |                 |                            |
|-----------------|----------------------------|
| 1. Home         | 7. Revenue and Agriculture |
| 2. Foreign      | 8. Commerce and Industry   |
| 3. Military     | 9. Army                    |
| 4. Finance      | 10. Military Supply        |
| 5. Public Works |                            |
| 6. Legislative  |                            |

(d) *Departments in the Year 1914*

- |                            |                          |
|----------------------------|--------------------------|
| 1. Home                    | 7. Commerce and Industry |
| 2. Foreign                 | 8. Army                  |
| 3. Finance                 | 9. Education             |
| 4. Public Works            | 10. Political            |
| 5. Legislative             |                          |
| 6. Revenue and Agriculture |                          |

- |                                  |                              |
|----------------------------------|------------------------------|
| 11. Posts and Air                | 15. Planning and Development |
| 12. War Transport                | 16. Military Finance         |
| 13. Information and Broadcasting | 17. Political                |
| 14. War                          | 18. Supply                   |

(e) *Departments in the Year 1923*

- |                          |                                |
|--------------------------|--------------------------------|
| 1. Home                  | 7. Industries and Labour       |
| 2. Army                  | 8. Legislative                 |
| 3. Finance               | 9. Education, Health and Lands |
| 4. Commerce              |                                |
| 5. Railways              |                                |
| 6. Foreign and Political |                                |

(f) *Departments in the Year 1937*

- |                             |   |
|-----------------------------|---|
| 1. External Affairs         | 9. Education, Health and Lands                |
| 2. Legislative              |   |
| 3. Legislative Assembly     | 10. Imperial Council of Agricultural Research |
| 4. Finance                  | 11. Communications                            |
| 5. Home                     | 12. Labour                                    |
| 6. Defence                  | 13. Defence Co-ordination                     |
| 7. Commerce                 | 14. Supply                                    |
| 8. Railways (Railway Board) |   |

(g) *Departments in the Year 1945*

- |                     |                                  |
|---------------------|----------------------------------|
| 1. Home             | 7. Industries and Civil Supplies |
| 2. Finance          | 8. Labour                        |
| 3. Defence          | 9. Legislative                   |
| 4. Commerce         | 10. Education, Health and Lands  |
| 5. Railways         |                                  |
| 6. External Affairs |                                  |

(h) *Ministries in the Year 1947*

- |  |                             |
|--|-----------------------------|
| 1. External Affairs and Commonwealth Relations | 8. Transport                |
| 2. Home  | 9. Defence                  |
| 3. States                                      | 10. Labour                  |
| 4. Information and Broadcasting                | 11. Commerce                |
| 5. Food and Agriculture                        | 12. Communications          |
| 6. Education                                   | 13. Health                  |
| 7. Railways                                    | 14. Law                     |
|  | 15. Finance                 |
|  | 16. Industries and Supplies |
|  | 17. Works, Mines and Power  |

(i) *Ministries and Departments in the Year 1957*

- |   |
|---|
| 1. External Affairs                                 |
| 2. Defence  |
| 3. Finance  |
| 4. Home Affairs                                     |
| 5. Law  |
| 6. Commerce and Industry                            |
| 7. Steel, Mines and Fuel                            |
| A. Department of Iron and Steel                     |
| B. Department of Mines and Fuel                     |
| 8. Railways   |
| 9. Transport and Communications                     |
| A. Department of Transport                          |
| B. Departments of Civil Aviation and Communications |
| 10. Labour and Employment                           |
| 11. Food and Agriculture                            |
| A. Department of Food                               |

- B. Department of Agriculture
- 12. Irrigation and Power
- 13. Education and Scientific Research
  - A. Department of Education
  - B. Department of Physical Education and Cultural Activities
  - C. Department of Scientific Research and Technical Education
- 14. Health
- 15. Information and Broadcasting
- 16. Works, Housing and Supply
- 17. Rehabilitation and Minority Affairs
- 18. Community Development
- 19. Department of Parliamentary Affairs
- 20. Department of Atomic Energy

Further, there is a Planning Commission which was created in March, 1950, to devote itself continuously to the work of planning for the economic development of the country.

Besides these various Ministries and Departments, the activities of the Government of India are also conducted through the various Attached and Subordinate Offices. The Attached Offices are responsible for providing executive direction required in the implementation of the policies laid down by the Ministry to which they are attached. The Subordinate Offices function more or less as field establishments responsible for the detailed execution of the decisions of Government. They generally function under the direction of an Attached Office, or in cases where the volume of executive direction involved is not considerable, directly under a Ministry.

### *Organisation of a Ministry*

The administrative set-up of the Government of India is divided into Ministries

amongst which the various subjects of governmental activity are distributed according to administrative convenience. A Ministry ordinarily consists of two or more Departments and a Minister is in charge of all of them. In certain cases, however, two or more Ministries are placed under the charge of one and the same Minister. A Ministry/Department is an organisational unit consisting of a Secretary to the Government with a part of the Central Secretariat under his administrative control. Normally, a Secretary to the Government of India is the administrative head of the Ministry and he is the principal adviser of the Minister on all matters of policy and administration within the Ministry. The Secretary is not only responsible for the organisation and efficiency of the Ministry but also for the advice given to the Minister through the whole range of his duties.

When the volume of work in a Ministry exceeds the manageable charge of a Secretary, one or more wings are established with a Joint Secretary in charge of each wing. In such cases, a Joint Secretary is vested with the maximum measure of independent functioning and responsibility subject to the control of the Secretary on the whole. For the efficient and expeditious disposal of business allotted to it, the Ministry is divided into divisions, branches and sections. A section, under the charge of a Section Officer, consists of a certain number of clerical staff, e.g., Assistants, Upper and Lower Division Clerks, Typists, Diarist, etc. A branch which is normally under the charge of an Under Secretary consists of two sections. Two branches ordinarily constitute a division

which is normally under the charge of a Deputy Secretary. In certain matters, Deputy or Under Secretaries may transact business direct with the Minister, but proposals involving important policy decisions are always routed through the Joint Secretary or the Secretary or both.

### *Secretariat Procedure*

Communications or cases addressed to a Ministry or a Department are received in the Central Registry which distributes them to the various Sections concerned. The Section Diarist, on receipt of the communications from the Central Registry, submits them to the Section Officer who, after going through the 'receipts', classifies them into two categories, e.g., 'primary' and 'subsidiary'. All initial receipts regarding original or new items of work are primary receipts and all communications emanating in connection with the primary receipts in course of interim consultations or references are subsidiary receipts. The primary receipts are further sub-divided into two categories, viz., (a) those requiring elaborate examination or prolonged consultations and not expected to be disposed of within a month, and (b) others — and after such classification, the Section Officer marks them to the dealing Assistants concerned. If any of the receipts are of a difficult nature or present any special features which require personal attention, the Section Officer either deals with such receipts himself or gives special instructions to the dealing Assistants as necessary. Out of the entire receipts of a day if any communications are urgent, the Section Officer marks them for the attention of his higher officers for orders if necessary at

that stage. The Diarist, after receiving back all the receipts of a day from the Section Officer, diarises them and passes the receipts to the dealing Assistants concerned. An Assistant, after going through a receipt, collects the file on the subject, if one already exists, and other connected papers and files, if any, referred to in the receipt. For this purpose he consults Indexes, File Registers, Sectional Note-book of important decisions maintained in the Section and other relevant books, Acts, Rules, Regulations, etc. Finally he submits the case with a note to the Section Officer. The Section Officer, at this stage, scrutinises the notes of the Assistant, adds his own remarks or suggestions, if any, and submits the case to the Branch Officer (Under Secretary). The Branch Officer generally disposes of as many cases as possible on his own responsibility. He takes orders of the Deputy Secretary or higher officers on cases of an important nature or those involving policy questions. The Deputy Secretary of a Ministry is generally vested with some delegated powers and disposes of certain types of cases himself, if within his purview, otherwise he sends cases to the next higher officer — the Joint Secretary or the Secretary as the case may be. Papers which are submitted to the Joint Secretary or the Secretary are generally of a very important nature, involving policy decisions. They, in turn, submit more important cases to the Minister and whenever the case is submitted to the Minister, a self-contained summary is put up for his perusal. The Minister finally uses his discretion as to whether he will pass orders himself or refer the case to the Cabinet for a decision.

## PART II

## MINISTRY OF EXTERNAL AFFAIRS

A DEPARTMENT of the Government of India to deal with foreign affairs was first created by Warren Hastings in 1784. Till 1842, this Department was known as the "Secret and Political Department". This Department had three branches—Secret, Political and Foreign. The Secret Branch dealt with all Government transactions concerned with wars, negotiations and missions abroad. The Political Branch dealt with all ordinary correspondence with the Residents and the Agents in the Indian States, managed territories and the Non-Regulation Provinces. The Foreign Branch dealt with all transactions between the Government of India and the foreign European Powers.

In 1842, the name of the Department was changed to "Foreign Department". It was organised in three branches—Foreign, Political and Domestic, and was administered directly by the Governor-

General. After 1905, it was felt that the work of the Foreign Department was too heavy to be managed by one Secretary. Consequently, another post of Secretary was created in 1914. This change in the organisation of the Department and the addition of one more Secretary also carried with it the change in the name of the Department to the "Foreign and Political Department". To avoid confusion, the two Secretaries were designated as "Foreign Secretary" and "Political Secretary" respectively. Subsequently, the business of the Department was distributed between two branches, viz., the Foreign and the Political, and these two branches were placed under the general control of the Foreign and the Political Secretaries respectively. The "Foreign" wing of the Department dealt with all matters pertaining to the frontiers of India, the territories outside India, etc. and the "Political" wing dealt with all matters relating to or emanating from the Indian States and the areas administered by the Foreign and Political Department.

The constitutional changes brought about by the Government of India Act, 1935 caused a vast increase in the volume of work in the Foreign and Political Department which necessitated the splitting up of the Department into two distinct Departments known as the "External Affairs Department" and the "Political

*Minister for External Affairs* — Jawaharlal Nehru — since August 15, 1947; *Deputy Minister for External Affairs* — Shrimati Lakshmi N. Menon — since April 17, 1957; *Parliamentary Secretary attached to the Minister for External Affairs* — J. N. Hazarika — since August 11, 1952; — Sadath Ali Khan — since November 17, 1953; *Secretary-General* — N. R. Pillai, I.C.S. — since November 25, 1952; *Foreign Secretary* — S. Dutt, I.C.S. — since October 11, 1955; *Commonwealth Secretary* — M. J. Desai, I.C.S. — since December 31, 1953; *Special Secretary* — B. N. Chakravarty, I.C.S. — since September 16, 1956.

Department". The External Affairs Department and the Political Department took over all matters previously administered by the foreign wing of the Foreign and Political Department and the functions relating to the Indian States respectively.

Work connected with Indians overseas was originally dealt with in a section of the Department of Education, Health and Lands. From 1941, that section became a separate Department on the division of the Department of Education, Health and Lands into four separate Departments, viz., the Education Department, the Health Department, the Agriculture Department and the Indian Overseas Department. In 1945, the Indian Overseas Department was entrusted with the work connected with Burma and the Commonwealth countries, including the work relating to the rights of Indians in

those countries, and subsequently it was redesignated as the Department of Commonwealth Relations.

In 1946, with the advent of the Interim National Government, Shri Jawaharlal Nehru took charge of the Departments of External Affairs and Commonwealth Relations. In 1947, the Department of Commonwealth Relations was amalgamated with the External Affairs Department leading to the constitution of the "Commonwealth Relations Wing" of that Department, which was itself renamed, first, as the "Department of External Affairs and Commonwealth Relations" and later as the "Ministry of External Affairs and Commonwealth Relations". In March, 1949, the amalgamation of both the wings of the Ministry was completed and it was finally redesignated as the Ministry of External Affairs.

## II

### FUNCTIONS AND ORGANISATION

At present, the Ministry of External Affairs is responsible for work connected with the following subjects:

- (i) Foreign Affairs.
- (ii) Diplomatic and Consular representation; Indian Foreign Service; Indian Foreign Publicity.
- (iii) United Nations Organisation; international conferences, associations and other bodies.
- (iv) Treaties and agreements with foreign countries.
- (v) Foreign jurisdiction and extradition.

- (vi) Emigration from India; passports and visas and pilgrimage to places outside India.
- (vii) The Administration of the North East Frontier Agency and Naga Hills-Tuensang Area.
- (viii) The Administration of Pondicherry and other former French possessions in India.

Further, this Ministry is responsible for the administration of the following laws:

- (a) The Indian Emigration Act, 1922.
- (b) The Reciprocity Act, 1943.

- (c) The Port Haj Committee Act, 1932.
- (d) The Indian Merchant Shipping Act, 1923, in so far as it relates to pilgrim ships.
- (e) The Indian Pilgrim Ships Rules, 1933.
- (f) The Protection of Pilgrims Act, 1887 (Bombay).
- (g) The Protection of Mohammadan Pilgrims Act, 1896 (Bengal).

The Ministry of External Affairs consists of a Secretariat and 4 Subordinate Offices. There is no Attached Office functioning under this Ministry. There are a number of Diplomatic and Consular Offices situated practically all over the world and these offices, by virtue of their peculiar and unique position, are not usually described as either attached or subordinate offices.

At the head of the Ministry is the Foreign Minister (also the Prime Minister), who holds the Portfolio of External Affairs, and is assisted by a Deputy Minister and two Parliamentary Secretaries.

#### SECRETARIAT

The Secretariat staff consists of:

Secretary-General	1
Foreign Secretary	1
Commonwealth Secretary	1
Special Secretary	1
Joint Secretaries or equivalent (inclusive of one O.S.D.)	8
Deputy Secretaries	21
Officers on Special Duty	3
Under Secretaries or officers of equivalent status	39
Section Officers	69

The Ministry has at present 85 Sections of which 38 are Administrative and 47 Territorial and Technical. These Sections are grouped into the following eleven Divisions:

- (i) *American Division* : Countries of North and South America and Foreign Aid.
- (ii) *Western Division* : The United Nations and Europe (excluding the United Kingdom and the foreign possessions in India).
- (iii) *Eastern Division* : China, Japan, Korea, Mongolia, Nepal, Sikkim, Bhutan, the North East Frontier Agency and the Naga Hills-Tuensang Area.
- (iv) *Southern Division* : West Asia and South East Asia, North Africa, Sudan, Afghanistan, Iran, Burma, Ceylon — Passports and Visas — Asian — African and Colombo Power Conferences.
- (v) *African Division* : Africa, U.K. and Colonies (Africa other than North Africa and the Sudan).
- (vi) *Pakistan Division*.
- (vii) *Protocol Division* : Protocol, Consular work and Emigration.
- (viii) *Administration Division* : Administration (i.e., personnel and house-keeping) at Headquarters and in Indian Missions abroad; Establishment matters, Budget and Accounts, General Administrative matters, Parliament work.
- (ix) *External Publicity Division*.
- (x) *Foreign Service Inspectorate and abducted persons*.
- (xi) *Historical Division*.

A short description of the functions of the Divisions is given below:

*Territorial Divisions* The Territorial Divisions deal with all political matters concerning the respective geographical areas. Each Territorial Division is under the charge of a Joint Secretary.

*Protocol Division* The Protocol Division is responsible for all ceremonial matters, the reception of foreign envoys and other dignitaries, the preparation of credentials and commissions concerning appointment of Indian diplomatic and consular representatives, formal arrangements for the signing of treaties, agreements, etc.

*External Publicity Division* The External Publicity Division is responsible for all matters relating to Indian publicity abroad. It is under the charge of a Director of Information Services, who is assisted by several Information Officers, Assistant Information Officers and other staff. The External Publicity Division of the Ministry of External Affairs and the Information Centres abroad employ a total number of 81 Technical Officers; five Public Relations Officers, one

Director, one Assistant Public Relations Officer, 35 Press Attaches or Information Officers, 20 Assistant Press Attaches or Assistant Information Officers and 19 Information Assistants.

Though the External Publicity Division is not directly responsible for the promotion of cultural exchanges with the foreign countries, the Division renders assistance to the Diplomatic and Consular Offices in organising exchange of goodwill missions, art exhibitions, music and dance troupes, etc. It also assists in India's participation in international fairs and festivals.

*Foreign Service Inspectorate* The Foreign Service Inspectorate carries out local investigations at the various posts and makes recommendations to the Ministry in respect of allowances and general administrative questions to achieve greater efficiency and economy in the operations of the Missions abroad.

*Historical Division* It is responsible for the preparation of research papers and the maintenance of the Ministry's library.

### III

## SUBORDINATE OFFICES

A short description of the Subordinate Offices of the Ministry of External Affairs is given below:

### 1. *Emigration Establishments*

The functions under the Indian Emigration Act, 1922 and the South African Repatriation Scheme, which were formerly discharged by the State Governments, were taken over for direct adminis-

tration by the Central Government from October 1, 1944, through a Controller-General of Emigration with headquarters at Delhi. The Controller-General is assisted by eleven officers designated as the Controller of Emigration, Madras and the Protectors of Emigrants at the ports of Bombay, Calcutta, Dhanushkodi, Madras, Nagapatam, Tuticorin, Gopalpur, Porbandar, Port Bedi and Okha.

At Gopalpur, the functions of the Protector are performed by the District Magistrate, Ganjam and at Porbandar, Port Bedi and Okha by the respective Port Officers. The main responsibility of the Controller-General of Emigration is to ensure that all problems relating to the emigration are dealt with on a uniform and all-India basis. He exercises the powers of the Central Government conferred by the Indian Emigration Act, and the Rules framed thereunder.

The Protectors of Emigrants are appointed under Section 3(i) of the Act, by the Central Government for the Ports from which emigration is lawful and their authority extends over the whole of the State in which they are appointed.

### 2. *North East Frontier Agency*

The administration of the Tribal Areas is carried out by the Governor of Assam, acting as Agent to the President of the Indian Union. In the discharge of his functions as Agent to the President, the Governor of Assam is assisted by an Adviser, who has his headquarters at Shillong. All administrative and co-ordinating work relating to the North East Frontier Agency is carried out in this office. The headquarters administration of the North East Frontier Agency is organised into eight sections.

Apart from the headquarters establishment, there are five district officers designated as Political Officers and five departmental officers.

### 3. *Naga Hills-Tuensang Area*

A new administrative unit called the Naga Hills-Tuensang Area, consisting of

Naga Hills District in the State of Assam and the Tuensang Frontier Division of the NEFA was formed with effect from the 1st December, 1957, by an Act of Parliament. The administration of this tribal area is carried out by the Governor of Assam acting as Agent of the President of the Indian Union. In the discharge of his functions as Agent to the President, the Governor of Assam is assisted by a Commissioner, whose headquarters are located at Kohima. This area is divided into three districts, each administered by a District Officer.

### 4. *Office of the Inspector-General, Assam Rifles*

The Assam Rifles is a Central Force, primarily intended for helping peaceful administration of the North East Frontier Agency and other Tribal Areas. Apart from this responsibility, the Assam Rifles is also concerned with the security of the border areas against external attacks. The Force is also used in an emergency to assist the Assam State Police in maintaining internal security. The administration of the Assam Rifles is carried out by the Government of India, through the Governor of Assam acting as Agent to the President of the Indian Union. The Governor has an Adviser to assist him in the discharge of his duties.

The immediate control of the Force is vested in the Inspector-General. The Inspector-General is responsible to the Governor of Assam for the administration of the Force through Commandants under him. The headquarters office of the Inspector-General is stationed at Shillong, which acts as the controlling office for all battalions stationed at

remote places all over Assam proper, the Tripura and the Naga Hills-Tuensang North East Frontier Agency, Manipur, Area.

## IV

## ADVISORY BODIES

The only Advisory Body functioning in the Ministry is described below:

*Central Haj Committee*

The Central Haj Committee advises the Government of India on matters relating to the Haj Pilgrimage. It also renders assistance in respect of housing, trans-

port and other arrangements for Indian pilgrims in Bombay and in Jedda.

The Committee consists of two official members and twelve non-official members. The Deputy Secretary, Ministry of External Affairs, in charge of Haj Affairs, is the Secretary of the Committee.

## INDIAN MISSIONS ABROAD

Up to December, 1957, diplomatic relations have been established between India and the following countries:

*Embassies*

- |  |   |
|--|---|
| 1. Afghanistan   | 15. Indonesia   |
| 2. Argentina   | 16. Iran  |
| 3. Belgium   | 17. Iraq  |
| 4. Brazil  | 18. Ireland   |
| 5. Burma   | (High Commissioner in London is also Ambassador to Ireland)                   |
| 6. Cambodia  | 19. Italy   |
| 7. Chile   | 20. Japan   |
| (Proposed)   | 21. Jedda (Saudi Arabia)  |
| 8. China   | 22. Mexico  |
| 9. Czechoslovakia  | (Head of the Mission resident at Washington is also the Ambassador to Mexico) |
| 10. Egypt  | 23. Mongolia  |
| 11. Ethiopia   | (Ambassador resident in Peking is also Ambassador to Mongolia)                |
| 12. France   | 24. Nepal   |
| 13. Germany  |   |
| 14. Greece   |   |
| (Ambassador resident in Rome is also Ambassador to Greece) |   |

- |   |                              |
|---|------------------------------|
| 25. Netherlands                                     | 31. Sudan                    |
| 26. Norway  | (Khartoum)                   |
| 27. Poland  | 32. Thailand                 |
| (Ambassador in Moscow is also Ambassador to Poland) | 33. Turkey                   |
| 28. Switzerland                                     | 34. United States of America |
| 29. Syria   | 35. U.S.S.R.                 |
| 30. Sweden  | 36. Yugoslavia               |

*High Commissions*

- |                          |  |
|--------------------------|--|
| 1. Australia             | 6. New Zealand   |
| 2. Canada                | (The High Commissioner in Canberra is also High Commissioner to New Zealand) |
| 3. Ceylon                | 7. Pakistan  |
| 4. Ghana                 | 8. United Kingdom  |
| 5. Malaya (Kuala Lumpur) |  |

*Legations*

- |            |                            |
|------------|----------------------------|
| 1. Austria | Minister resident in Berne |
| 2. Albania |                            |

- |                      |                                |
|----------------------|--------------------------------|
| 3. Bulgaria          | Minister resident in Belgrade  |
| 4. Denmark           | Minister resident in Stockholm |
| 5. Finland           | Minister resident in Stockholm |
| 6. Hamburg           |                                |
| 7. Hungary           | Minister resident in Moscow    |
| 8. Jordan            | Minister resident in Baghdad   |
| 9. Kobe              |                                |
| 10. Luxemburg        | Minister resident in Brussels  |
| 11. Lebanon          | Minister resident in Cairo     |
| 12. Libya            | Minister resident in Cairo     |
| 13. Philippines      | Minister resident in Manila    |
| 14. Rumania          | Minister resident in Belgrade  |
| 15. Sourabaya        |                                |
| 16. Surinam          |                                |
| 17. Vatican          | Minister resident in Berne     |
| 18. Vientiane (Laos) |                                |

*Consulates-General and Consulates*

- |                                    |                                    |
|------------------------------------|------------------------------------|
| 1. Basra                           | 9. Lhasa                           |
| 2. Belgian Congo                   | 10. Madagascar                     |
| Consul-General resident in Nairobi | 11. Medan                          |
| 3. Berlin                          | 12. Muscat                         |
| 4. Copenhagen                      | 13. New York                       |
| 5. Geneva                          | 14. Ruanda                         |
| 6. Hanoi (Vietnam)                 | Urundi                             |
| 7. Helsinki                        | Consul-General resident in Nairobi |
| 8. Khorramshahr                    | 15. Saigon                         |
| 17. Shanghai                       | 16. San Francisco                  |

*Vice-Consulates*

1. Jalalabad (Afghanistan)
2. Kandahar (Afghanistan)
3. Mandalay (Burma)
4. Zahidan (Iran)

[ contd.

*Special Missions*

1. Bhutan
2. Sikkim
3. United Nations

*Commissions*

- |   |                                  |
|---|----------------------------------|
| 1. Aden   | 4. Central African Federation    |
| 2. British East Africa                            | Commissioner resident in Nairobi |
| 3. British West Indies (including British Guiana) | 5. Fiji                          |
|   | 6. Hong Kong                     |
|   | 7. Mauritius                     |
| 8. Nigeria  |                                  |
| Head of the Mission resident in Accra             |                                  |

The important publications of the Ministry are as follows :

1. *Foreign Affairs Record* (Monthly Journal)
2. *India* (Annual Review)
3. *Administrative Report of the Ministry* (Annual)

Besides, a number of casual publications on a variety of matters like a descriptive analysis of the foreign policy of the Government of India; speeches of the Prime Minister on various national and international issues; notes, agreements, etc. exchanged between India and other countries; accounts of the visits of the foreign dignitaries to India; and factual information on places like Goa, Kashmir and South Africa are published from time to time.

*Agencies*

1. Gyantse      2. Gartok      3. Yatung

*Permanent Representative at the Headquarters  
of the United Nations*

India has, in addition to the Missions enumerated above, a permanent representative at the Headquarters of the United Nations in New York.

## TOTAL STRENGTH OF STAFF

Secretariat	1,462
Subordinate Offices	4,413
Embassies, High Commissions, Legations, Special Missions and Consulates-General	990
Others	98

## CHAPTER V

# MINISTRY OF DEFENCE

BY THE END of the seventeenth century, the East India Company managed to establish three chief fortified settlements in Calcutta, Madras and Bombay. The settlement in Calcutta was named the Presidency of Fort William and that in Madras was called the Presidency of Fort St. George. These Presidencies functioned separately. There were military forces under the President of each Presidency, who was also the Commander-in-Chief of its own regiments. In 1748, a Commander-in-Chief was appointed for the entire Company's forces stationed in the three Presidencies. In 1786, a Military Department was created at the Centre mainly for transmitting orders to the executive heads of the Army. With the enactment of the Act of 1833, the powers of the Governor-General were extended over the three Presidencies and his Council was enlarged by the addition of three members, one of whom was to be a military officer. At the same time, the Commander-in-Chief continued to be an extraordinary member of the Governor-General's Council. This procedure of

having two military members in the Council continued up to the beginning of the twentieth century.

In 1864, the Military Accounts Departments of the three Presidencies were merged in the Military Department of the Government of India. After about fifteen years, Lord Lytton appointed an Army Organisation Commission in the year 1875 to re-organise the Army in India. One of the major recommendations of this Commission was to abolish the Presidency Army system. In accordance with the recommendation made by the Commission, the Presidency Armies were unified into a single Indian Army from April, 1895. For administrative convenience the Army was divided into four Commands, viz., Punjab (including the North West Frontier), Bengal, Madras (including Burma) and Bombay (including Sind, Quetta and Aden).

The supreme authority over the Indian Army was vested in the Governor-General in Council, subject to the control of the Crown exercised by the Secretary of State for India. As described earlier, there were two members in the Council connected with military affairs of whom one was the 'Military Member', who supervised all administrative and financial matters of the army and the other was the Commander-in-Chief, who was responsible for all operational matters. The proposals of the Commander-in-Chief were to be submitted to the Government

*Minister for Defence* — V. K. Krishna Menon — since April 17, 1957; *Deputy Minister for Defence* — Surjit Singh Majithia — since June 4, 1952; *Deputy Minister for Defence* — K. Raghuramiah — since May 21, 1957; *Parliamentary Secretary* — Fateh Sinhrao Pratap Sinhrao — since July 31, 1957; *Secretary* — O. Pulla Reddi, I.C.S. — since June 13, 1957; *Additional Secretary* — R. P. Sarathy — since May 24, 1957.

of India through the Military Member, who was the channel for communication of the orders of Government. The holder of the post of Military Member was always an officer of the British or the Indian Army. This dual system of control was not found quite satisfactory and accordingly the Secretary of State for India asked for proposals for the reform of military administration in 1905. Lord Kitchner, who was the then Commander-in-Chief, suggested that the Commander-in-Chief should be the sole adviser of the Government of India on military affairs because he found it essential for the Government to have objective advice in military administration. Lord Curzon opposed the idea as also the other members of the Council (excluding Lord Kitchner). Ultimately, the Secretary of State decided that purely military services should be controlled by the Commander-in-Chief while the services relating to supplies and manufacture should be under the control of a Military Supply Member. This decision ultimately led to the resignation of Lord Curzon. The post of Military Supply Member was later abolished in 1909, when the Commander-in-Chief became the Army Member of the Council and the sole military adviser to the Government of India. In addition, he administered the Royal Indian Marine.

Though, in 1909, the Commander-in-Chief became the head of the Army Department and the sole Military Adviser, the ultimate authority in regard to military administration continued to be vested in the Governor-General, who had to pay due regard to all orders and instructions received from the Secretary of State. The Secretary of State's Principal

Adviser on Indian Military Affairs was the Secretary in the Military Department of the India Office. The post was filled by a senior Indian Army officer with Indian experience. The Military Secretary in the India Office, in turn, was assisted by a first-grade staff officer selected from the Indian Army. In order that the Military Secretary of the India Office could keep in touch with the current Indian affairs, he was expected to pay several visits to India during the tenure of his office.

In India, the Army Department was administered by a Secretary, who, like other Secretaries in the Civil Departments, had the right of direct access to the Viceroy. The Army Department dealt with all army services and also looked after the administration of the Navy and ecclesiastical affairs. The Army Secretary had no direct contact with the troops and all orders of Government concerning them were issued to the Commander-in-Chief.

No significant change in the matter of India's defence administration was introduced by the Government of India Act, 1935. As before (and till the transfer of power), defence expenditure was not subject to the vote of the legislature. The Army Department was re-designated as the Defence Department in 1936. Later, in 1939, a new 'Defence Co-ordination Department' was created to deal with War legislation, particularly the Defence of India Act. In 1942, as a result of the Cripps Mission, a new Defence Department was set up under an Indian Defence Member, and the old Defence Department was re-designated as the War Department. At the end of World War II, the Defence Department merged with the War Department. The War Department

was later re-designated as the Department of Defence. On August 15, 1947, the Defence Department became the Ministry of Defence under the charge of a Cabinet Minister.

With the attainment of independence, radical changes took place in defence administration. In fact, certain important changes commenced a little earlier. Before September, 1946, when the Interim Government first assumed power, the Commander-in-Chief was not only the Supreme Commander of all the three Services, viz., the Army, the Navy and the Air Force, but also occupied a special position in Government, second only to that of the Governor-General. With the setting up of the Interim Government, a popular Minister was placed in charge of the Defence Portfolio, and the Com-

mander-in-Chief became the Operational Head of the three Services. This was a landmark in the history of India's defence administration, as the Defence Ministry now assumed its proper position; this had tended to become obscure as a result of the earlier system of combining in one person the functions of the Defence Member and the Commander-in-Chief.

On August 15, 1947, each Service was placed under its own Commander-in-Chief. Under the new Constitution, the Supreme Command of the Armed Forces of the Indian Republic vests in the President. In 1955, the title of "Commander-in-Chief" was abolished and the three Service Chiefs were designated as the Chief of the Army Staff, the Chief of the Naval Staff and the Chief of the Air Staff respectively.

## II

### FUNCTIONS AND ORGANISATION

The Ministry of Defence is now responsible for obtaining policy decisions of Government on defence matters and for securing their implementation by the Services Headquarters. The subjects allotted to it are:

- (a) The defence of India, and every part thereof, including preparation for defence and all such acts as may be conducive, in times of war, to its prosecution, and after its termination, to effect demobilisation, also Marine Surveys and matters concerning dangers to Navigation.
- (b) Maintenance of Land, Naval and Air Forces, and other armed

forces of the Union including the National Cadet Corps, the Auxiliary Cadet Corps, the Territorial Army and the Lok Sahayak Sena.

- (c) Formation of cantonments, delimitation-excision of cantonment areas, local self-government in such areas, the constitution of Cantonment Boards and the regulation of housing accommodation including control of rents in such areas.
- (d) Army, Navy and Air Force works, including Ordnance Factories.
- (e) Acquisition or requisitioning of property for Defence Services. Eviction of unauthorised occupants

from Government accommodation (Defence Services) under Government Premises (Eviction) Act, 1950.

- (f) Union agencies and institutions:
- (i) for professional, vocational or technical training for the Armed Forces personnel;
  - (ii) for promotion of special studies or research in relation to the Forces, Defence Science Organisation.

(g) Defence Industries.

The Ministry of Defence functions like other Ministries of the Government of India. The Army Headquarters, the Naval Headquarters and the Air Headquarters are directly under the control of the Chief of Army Staff, the Chief of Naval Staff and the Chief of Air Staff respectively. In addition to the three Services Headquarters, there are a number of organisations catering to the needs of the three Services known as Inter-Service Organisations. These are directly administered by the Ministry.

The Ministry is headed by a Cabinet Minister, who is assisted by two Deputy Ministers and a Parliamentary Secretary. All policy decisions relating to defence are taken by the:

(i) *Defence Committee of the Cabinet*

The Chairman of this Committee is the Prime Minister and the other members of the Committee are the Ministers for Defence, Education and Scientific Research, Home, Finance, Transport and Communications.

The Defence Committee of the Cabinet deals with all important

questions on behalf of the Cabinet relating to defence and reports to the Cabinet such matters as it considers necessary. In the absence of a specific directive from the Defence Committee, it is the responsibility of the Chairman to determine which of the Committee's decisions should be reported to the Cabinet.

(ii) *Defence Minister's (Inter-Service) Committee*

Matters which are not important enough to be referred to the Defence Committee of the Cabinet and concern the three Services are decided by the Defence Minister's (Inter-Service) Committee. The Minister for Defence is the Chairman of the Committee. Other members of this Committee are the two Deputy Ministers for Defence, the Chiefs of Army, Navy and Air Force, the Secretary, Ministry of Defence and the Financial Adviser (Defence).

(iii) *Chiefs of Staff Committee*

This Committee, consisting of the Chiefs of the three Services, is collectively the professional adviser of Government in military matters.

The Secretariat for the aforesaid Committees is provided by the Cabinet Secretariat.

SECRETARIAT

The Secretariat staff consists of:

Secretary	1
Addl. Secretary	1
Joint Secretaries	5
Deputy Secretaries	13

Under Secretaries	42
Section Officers	49

The Secretariat of the Ministry is organised into the following thirteen Branches. The Branches are further subdivided into Sections :

- (i) Ordnance Branch
- (ii) Adjutant General's Branch
- (iii) Air Branch
- (iv) Pay and Pensions Branch
- (v) General Staff Branch
- (vi) Co-ordination Branch
- (vii) Vigilance Branch
- (viii) Navy Branch
- (ix) Personnel Branch
- (x) Registration Branch
- (xi) Personnel Relations Branch
- (xii) Quartermaster General's Branch
- (xiii) Administration Branch

### *Defence Production Board*

The Defence Production Board was constituted with the Minister for Defence as its Chairman and the Controller-General of Defence Production as its administrative head. The other members of the Board are senior representatives of the three Services, a senior representative of the Ministry of Finance (Defence), the Director-General, Ordnance Factories, the Scientific Adviser and the Deputy Chief Scientific Officer to the Government of India. The main function of the Board is to co-ordinate research, development and design activities in the three Services relating to defence production. It is intended that the Board should be vested with autonomous powers so that it can settle most of the problems without having to refer them to different Departments or Ministries.

Associated with the Board is the Defence Production Advisory Committee consisting of representatives of the Ministries of Railways, Commerce & Industry, Works, Housing and Supply, and Labour, and representatives of the private sectors of industry, as required. This Committee assists in securing effective liaison with civil industry for meeting defence requirements both in peace time as well as in an emergency. In addition, the following Committees have also been set up:

- (i) Defence Production and Supply Committee,
- (ii) Defence Research and Development Committee, and
- (iii) Standardisation Sub-Committee.

### *Controller-General of Defence Production*

The Chief Executive of the Defence Production Board and the administrative head of the Organisation is the Controller-General of Defence Production and it is his overall responsibility to co-ordinate and direct the defence research and development activities and the production effort.

The Technical Development of the Army, which was under the control of the Master-General of the Ordnance, was transferred to the Controller-General of Defence Production in January, 1956. The Directorate of Naval Stores Production and a part of the activities of the Directorate of Technical Development and Production (Air) have also come under the control of the Controller-General of Defence Production from January, 1957. The Headquarters Organisation of the Controller-General of Defence Production has been functioning since March, 1956.

## III

## ARMY HEADQUARTERS

Army Headquarters functions directly under the Chief of Army Staff. It is divided into the following main Branches which again are sub-divided into Directorates:

(i) *General Staff Branch* This Branch, under the Chief of General Staff, deals with questions pertaining to military policy, military operations, intelligence, military training and education, organisation and distribution of the Army, inter-communication services and user trials of new weapons and equipment.

(ii) *Adjutant General's Branch* This Branch is responsible for matters relating to manpower, recruitment and organisation; general policy regarding leave, promotion, discipline, pay and allowances and pensions; general welfare, morale, health (as advised by the Director of Medical Services), military law (as advised by the Judge Advocate-General) and budget estimates for pay and allowances of all personnel of the Army (other than industrial and work-charged).

(iii) *Quartermaster General's Branch* This Branch is responsible for movements of personnel, stores, equipment; provision, inspection and issue of food-stuffs and forage; work policy; accommodation for the Army and connected questions; administration of the military farms, remount and veterinary services, army postal and canteen services, fire-fighting services; technical examination of MES works bills; and administration of civilian 'Q' Services.

(iv) *Master-General of the Ordnance Branch* It deals with the provision, storage, repair, maintenance and issue of all Ordnance stores and equipment including MT Vehicles, armaments and ammunition, signal equipment, general stores and clothing for the Army as a whole.

(v) *Engineer-in-Chief's Branch* It is responsible for:

(a) Design, construction and maintenance of all accommodation and works for the three Services including dock installations and air-fields, military roads, water-supply, electricity and lighting services, refrigeration and furniture.

(b) Raising of Engineer units (including transportation, bomb disposal and mines clearing units) their technical training, organisation, administration; operational planning and intelligence.

(c) Research, design and development in respect of Engineer equipment, Engineer plant, demolition explosives, mine detection equipment and equipment connected with M.E.S.

(d) Procurement, holding and distribution of Engineer Stores (including Transportation Stores).

(e) Administration of personnel of the M.E.S. and Corps of Engineers.

(vi) *Military Secretary's Branch* It is responsible for the grant of all types of commissions in the Army, postings, transfers, promotions, release, retirement,

resignation and invalidment of all non-medical officers of the Army. It maintains the confidential reports and personal records of all non-medical officers of the Army and provides the secretariat for the Selection Boards which recommend officers for promotion to senior ranks. This Branch also deals with the grant of honours and awards to Army Officers and Honorary Commissions in the Army to civilians.

*Commands and Areas* Under the Army Headquarters, the Army is organised into Commands, each under a G.O.C.-in-C. of the rank of Lt.-General. The Command

is divided into Areas, each under the Command of a G.O.C. of the rank of Major-General and the Areas are in their turn divided into sub-Areas, each under the Command of a Brigadier. These are static formations, the operational mobile formations corresponding to the Command, Area and sub-Area being respectively Army, Division and Brigade. In so far as organisation of active formations is concerned, a Corps Headquarters is provided between an Army and its Divisional Headquarters to command and control two or more Divisions.

## NAVAL HEADQUARTERS

The Naval Headquarters controls the administration and operation of all ships and establishments. The Head of this Organisation is the Chief of the Naval Staff. Under him there are 4 Principal Staff Officers and the Naval Secretary as indicated below:

*Deputy Chief of the Naval Staff* Responsible for all work in connection with operations, plans, movement programmes, intelligence, security, communications, hydrography, press and publicity, statistics and Works Projects. In addition, the Deputy Chief of the Naval Staff is the co-ordinator of the work of the other Branches in Naval Headquarters and deputises for the Chief of the Naval Staff in the latter's absence.

*Chief of Personnel* Responsible for recruitment, service conditions, training, welfare and discipline of the Naval personnel, appointment of officers and general manning of the fleet. He is also responsible for education, medical supply and victualling, pay, pensions and allowances.

*Chief of Material* Responsible for the provision of ships, weapons and equipment, dockyard facilities and their organisation, the acquisition and construction of ships and the production and the procurement of all Naval Stores. He is also responsible for Naval Armament Supply and Ordnance Inspection Organisations and for scientific research and development.

*Chief of Naval Aviation* Responsible for the general direction and co-ordination of all Naval Air matters including policy, operations, staff and material aspects, and the exercise of functional control over the training and administration of Naval Air Units.

*Naval Secretary* The Naval Secretary is the head of the Secretariat and is also responsible for all matters concerning the recruitment, service conditions, welfare and the discipline of civilians of the Indian Navy, for the co-ordination of the Budget, for establishment

matters, mail, confidential books, publications and records.

All the ships afloat excluding the Minesweepers and the Survey Ships are controlled through the Flag Officer (Flotilla), Indian Navy.

The Commodore-in-Charge, Bombay, controls all shore establishments of the Navy situated in or near Bombay, including those at Jamnagar and Lonavla.

The Commodore-in-Charge, Cochin, is responsible for all shore establishments situated in Cochin and ships based thereon. The Naval Officer-in-Charge, Visakhapatnam, is responsible for the administration of I.N.S. CIRCARS of which he is the Commanding Officer and also for I.N.S. HOOGLI and I.N.S. ADYAR. Resident Naval Officer, Calcutta and Resident Naval Officer, Madras are under him.

### AIR HEADQUARTERS

The Air Headquarters is under the Chief of the Air Staff, who is responsible for the command, discipline, operation, training and efficiency of the Air Force. The Air Headquarters consists of three main Branches, each being under the charge of a Principal Staff Officer of the rank of Air Vice-Marshal or Air Commodore.

(i) *Air Staff Branch* This Branch is under the Deputy Chief of the Air Staff (D.C.A.S.), who controls Air Staff matters. The D.C.A.S. is responsible for the mobility and efficient functioning of Operational Units, and for adequate training and Air Staff Planning for the I.A.F. He is to ensure that Signals and Intelligence requirements are suitably met for defence, and that the control, direction and conduct of preparedness in peace and of air operations in war, are adequate and efficient. He is also responsible for the formulation of policy and all problems connected with Reserves and Auxiliary Air Force.

(ii) *Personnel and Organisation Branch* This Branch is under the Air Officer i/c. Personnel and Organisation (A.O.P.&O.), who controls Personnel and Organisation matters. The A.O.P.&O. is responsible for estimates, establishments, recruitment, postings and promotions of personnel, and for the Accounting, Medical Welfare, Works requirements of the I.A.F. and legal advice on all matters relating to Air Force Law to ensure good organisation and efficient administration.

(iii) *Technical and Equipment Branch* This Branch is under the Air Officer i/c. Technical and Equipment Services (A.O.T.&E.S.), who controls the Technical and Equipment Services. The A.O.T.&E.S. is responsible for all maintenance facilities, and for the provisioning and stocking of equipment for operational efficiency and preparedness of the Air Force.

The organisation of the I.A.F. below the Air Headquarters level is as follows:

#### AIR HEADQUARTERS

Operational  
Command

Training  
Command

Maintenance  
Command

Units directly  
under Air H.Q.

*The Operational Command* has under its control all flying units — Fighter, Bomber, Reconnaissance and Air Transport Squadrons — and signal units. The Command is responsible for the front line air defence, and surface support for operational efficiency and readiness of Squadrons and front line units. It is responsible for operational training and preparedness of all crews. In addition, it is responsible for the training of paratroopers, mainly of the Army, in the technique of airborne operations.

*The Training Command* has under its control all Ground and Flying training units and is responsible for both the Flying and Ground Training of officers and for the training of Airmen joining the I.A.F. in various technical and non-technical trades.

*The Maintenance Command* has under its control Repair Depots, all Equipment Depots, Explosive Units and M.T. Storage Unit and is responsible for the storage, maintenance and repair of aircraft and equipment of the I.A.F.

*The Units* directly under Air Headquarters are mainly the Air Force Station, New Delhi, the Air Force Selection Board and the Proof Ranges. The Air Force Record Office (which maintains documents and arranges postings and transfers of all airmen) and the Air Force Central Accounts Office (which maintains the Accounts of all Indian Air Force personnel), are also under the direct functional control of Air Headquarters.

#### IV

### INTER-SERVICE ORGANISATIONS

The set-up of these organisations is briefly indicated below:

(i) *Office of the Chief Administrative Officer*  
The Chief Administrative Officer is responsible for:

(a) All matters connected with the organisation and general administration of gazetted and non-gazetted staff of the Armed Forces Headquarters and the Inter-Service Organisations, e.g., recruitment, promotion, confirmation, reversion, retrenchment, discipline, pay, allowances, leave and welfare.

(b) Office accommodation for the Defence Headquarters and residential accommodation for Service

Officers employed in the Armed Forces Headquarters and the Inter-Service Organisations.

(c) Security measures for Defence Headquarters.

(ii) *Directorate-General of Ordnance Factories* There are twenty Ordnance Factories scattered all over India producing armaments and equipments for the three Services. These are controlled centrally by the Director-General, Ordnance Factories.

(iii) *Hindustan Aircraft (Private) Ltd.* The Defence Secretary is the Chairman of the Board of Directors of the Company. There is a whole-time General Manager in Bangalore. In addition to designing, manufacturing and repairing aircraft,

the Hindustan Aircraft (Private) Ltd. also constructs rail-coaches for Indian Railways and bus bodies for transport companies.

(iv) *Bharat Electronics (Private) Ltd.* The Defence Secretary is the Chairman of the Board of Directors and there is a whole-time Managing Director to attend to day-to-day administration. The factory produces wireless and electronic equipment primarily for the Defence Services and the Civil Departments of Government.

(v) *Technical Development Organisation* This Directorate is responsible for the technical research, design, development, inspection, technical trials and modification of all weapons, ammunition, A and B Vehicles, Engineering Stores, Electronics, General Stores and Clothing and certain medical stores. The main task is the establishment of indigenous production of existing weapons and equipment to achieve self-sufficiency.

(vi) *Defence Science Organisation* This Organisation has got its own laboratory in a wing of the National Physical Laboratory. Two more laboratories, viz., the Indian Naval Physical Laboratory and the Indian Naval Chemical and Metallurgical Laboratory have been established. An Institute of Armament Studies has also been established for carrying out study and research on the performance of weapons. The Organisation has a Psychological Research Wing where research is conducted in the technique of selection of officers and other ranks, and on psychological problems of the three Services.

(vii) *National Cadet Corps Directorate* This Directorate located at New Delhi

is under the charge of a Director of the rank of Brigadier. In addition to dealing with the N.C.C., the Directorate also deals with the Auxiliary Cadet Corps. For administrative purposes, the country has been divided into 14 circles, each under the charge of a Circle Commander. A Central Advisory Committee has been constituted to advise on all matters of policy connected with the constitution and administration of the Corps.

(viii) *Military Lands and Cantonments Service*

(a) The Director, Military Lands and Cantonments, who is the head of this Service, is responsible for the administration of the Cantonments in India and all Military Lands in and outside Cantonments. He is also responsible for the requisitioning and acquisition of lands and buildings for the Defence Services. A Deputy Director is attached to Headquarters and also one to each Command.

(b) *Lands, Hirings and Disposals Service* This Service, which is also under the control of Director, Military Lands and Cantonments, in his capacity as the Director, Lands, Hirings and Disposals, is a war-time organisation created mainly for the purpose of requisitioning and acquiring lands and buildings for the Defence Services during the war. The activities of the Service are now confined to acquisition of war-time requisitioned lands and buildings, disposals of war-time created assets

on such lands and buildings, and payment of compensation for these properties.

(ix) *School of Foreign Languages* This School provides tuition in French, Russian, German, Chinese, Persian, Arabic, Japanese, Burmese and Tibetan. Spanish is also being added and tuitions will start shortly.

(x) *Directorate-General, Armed Forces Medical Services* This Organisation under a Director-General was created in 1948 with a view, on the one hand, to develop the Medical Services of the Army, the Navy, and the Air Force and, on the other hand, to integrate them under one officer. The Director-General is the Chairman of the Medical Services Advisory Committee of which the Directors of Medical Services of the Army, the Navy and the Air Force are Members. The Medical Services Advisory Committee makes recommendations on matters of medical organisation or policy to the Government of India through the Chiefs of Staff Committee. The Medical Services Advisory Committee is responsible for the co-ordination of the overall medical policy of the Government of India and for recruitment, and terms and conditions of service of Medical, Dental and Nursing Officers as well as for their training. The Director-General is responsible to the Government of India for the maintenance of personal documents and records of service of all Medical, Dental and Nursing Officers and for the provision, procurement, storing (including reserves), issues (other than normal), standardisation and development of medical and dental equipment and stores required by the three Services. He is also responsible for main-

taining liaison with the Director-General of Health Services, the Medical Council, the Defence Services Medical Organisations of foreign countries, other bodies outside the Defence Services and medical research institutions in India and abroad. The Armed Forces Medical College, Poona, the Armed Forces Medical Stores Depots at Bombay and Lucknow and the Artificial Limb Centre, Poona, are under his direct control.

(xi) *Combined Inter-Service Historical Section* This is a combined organisation of India and Pakistan, engaged in compiling an official history of the Second World War with reference to the operations in which the Armed Forces of undivided India took prominent part or were otherwise active in some important role. The expenditure on the organisation is to be met by India and Pakistan in the ratio of 70:30.

(xii) *Historical Section (India)* As distinct from the Combined Inter-Services Historical Section, this Section which was created in 1953 is engaged in compiling the history of post-partition military operations.

(xiii) *Armed Forces Information Office* This Office is under the charge of the Armed Forces Information Officer, who is an officer of the Ministry of Information and Broadcasting. The Ministry of Information and Broadcasting has also provided an Information Officer, a Photographer and a Cine Cameraman. All other officers are, however, directly appointed by the Ministry of Defence. This is a peculiar feature of the Ministry and is considered necessary in view of the nature of the work of the Office. The main function involved is to keep the

public informed about the activities of the Defence Services through the medium of Press, Radio, Films and Pamphlets. There are Public Relations Officers of this Organisation in Calcutta, Bombay, Jullundur and Jammu and Kashmir. This office brings out weekly 'Sainik Samachar' which is published in nine languages. There is also a Broadcasting Officer who is responsible for the Daily Forces Programme of one hour's duration over the All India Radio.

(xiv) *Armed Forces Film and Photo Division* This Organisation caters for the film and photographic requirements of the three Services and the Director-General of Ordnance Services and works in liaison with the Films Division of the Information and Broadcasting Ministry.

(xv) *Office of the Fire Adviser* The Fire Adviser advises the Defence Services generally in regard to fire prevention and fire fighting. He conducts training courses for the benefit of the fire brigade personnel of the establishments, examines all the major Fire Fighting and Fire Prevention Schemes of the Ministry and tenders advice on their suitability and also advises on introduction of new and improved fire-fighting equipment. He associates himself with the courts of enquiry regarding major fires in Defence installations.

(xvi) *Director of Military Regulations and Forms* The Director of Military Regula-

tions and Forms is responsible for: (i) printing, publications and forms, (ii) supply of stationery, office machinery and appliances, and also (iii) distribution of decorations and medals to eligible members of the Armed Forces.

(xvii) *Indian Soldiers', Sailors' and Airmen's Board* This Organisation is intended to render assistance to ex-servicemen and their families and also to look after the domestic interests of serving personnel, who are away from their homes. The Central Board also administers a number of welfare funds. In addition to the Central Board at Delhi with the Defence Minister as Chairman, there is a State Board in each State with the Governor as Chairman. There are also a number of District Soldiers', Sailors' and Airmen's Boards in Districts where the number of serving personnel and their families exceeds a certain limit.

(xviii) *Resettlement Section* It formulates, in collaboration with the Central Ministries, the State Governments and other Organisations, schemes for the rehabilitation of ex-service personnel in Government/Private Services, Land Colonies, Vocational/Technical Trades, Transport Services, Small Scale Business/Occupations, etc. It also supervises implementation of the schemes so formulated and arranges for the release of loans and grants to the State Governments in connection with such schemes.

## ADVISORY BODIES

For the expeditious handling of business concerning the three Services there are a

number of Committees in Defence Headquarters consisting of representatives of

the three Services and in some cases of the Ministries of Defence and Finance (Defence) also. The more important of these Committees are:

1. Defence Science Advisory Committee
2. Principal Personnel Officers' Committee
3. Principal Supply Officers' Committee
4. Joint Training Committee
5. Joint Communications Electronics Committee
6. Defence Science Policy Board
7. Central Advisory Committee for the Territorial Army
8. Medical Services Advisory Committee
9. Joint Administrative Planning Committee
10. Inter-Services General Stores Development Committee
11. Armed Forces Health Sub-Committee, etc.

TOTAL STRENGTH OF STAFF

Secretariat	922
Three Services Headquarters and Inter-Service Organisations	11,286
Others	396

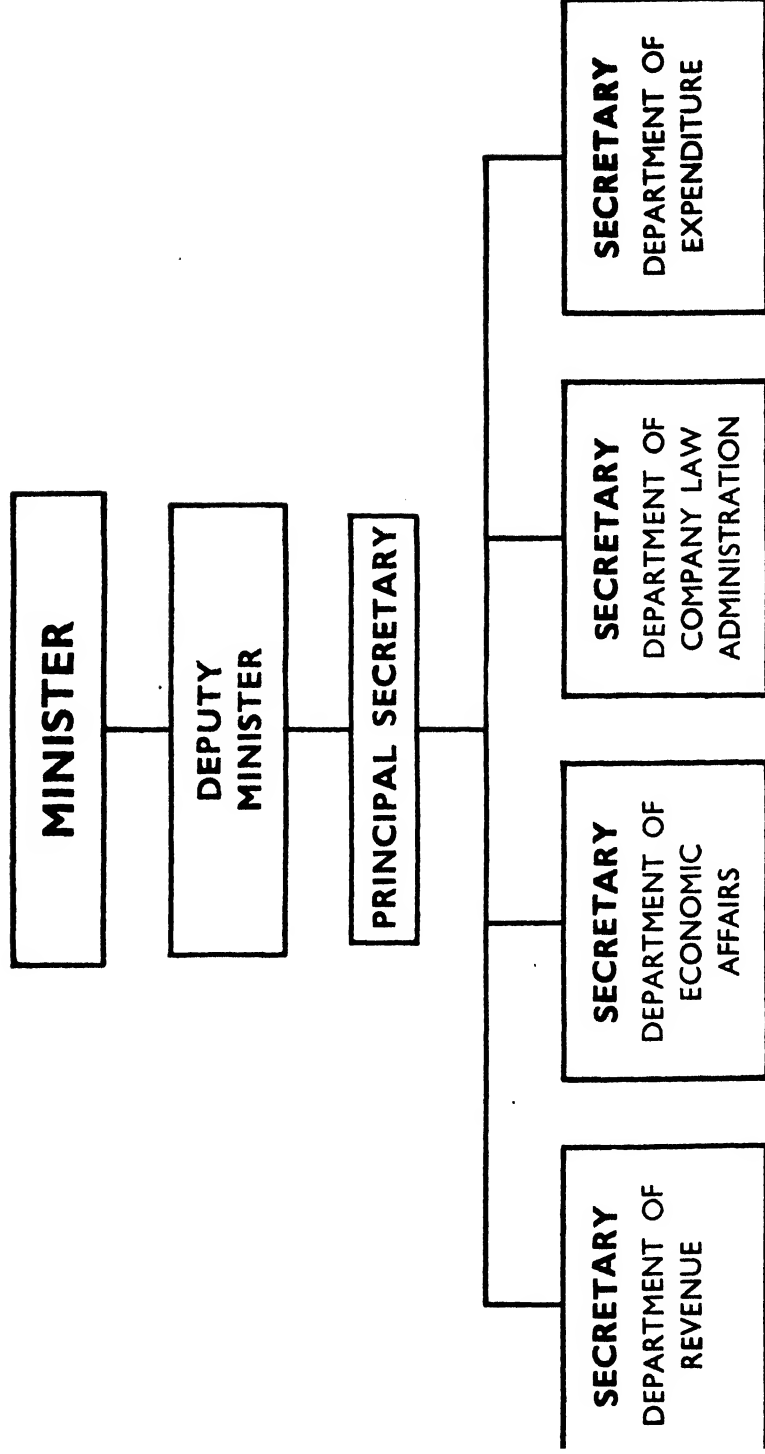
---

All work connected with publications is dealt with by the Armed Forces Information Office. The Armed Forces Information Office brings out regularly the following publications:

1. *Sainik Samachar* (Weekly)
2. *Resettlement Schemes for Ex-Servicemen* (Annual)
3. *Indian Air Force* (Quarterly)
4. *N. C. C. Journal*
5. *Administrative Report of the Ministry* (Annual)

Besides, a number of casual publications on a variety of matters like *A Career in the Armed Forces* are published from time to time.

# MINISTRY OF FINANCE



## MINISTRY OF FINANCE

THE ORIGIN of the Finance Ministry dates back to the creation in January, 1810, of a branch of the Public Department of the Supreme Government in India, during the East India Company's rule, for dealing with financial matters. During the period August, 1812 – November, 1815, a Colonial Department was created for the administration of the newly acquired settlements of Mauritius, Java and Malaccas and attached to the Finance Branch of the Public Department and the former was raised to the status of a separate Department of Finance. In 1815, the Colonial Department was abolished and its functions were distributed among other Departments of the Government of India. At the same time, the Finance Department was made a part of the Revenue Secretariat, then styled the Territorial Department. At the end of

1830, the Finance Branch was re-transferred to the Public Department and it remained as such until 1843, when it was converted into a separate Department in order to re-organise the system of financial administration. In 1860, Mr. James Wilson was sent from England to take charge of the Finance Department. He introduced a proper budget system and re-organised the entire financial administration in India. Practically, from this time onward, the Finance Department was organised into a number of Branches and Sections, each Branch or Section dealing with a particular subject or group of allied subjects. The items of business dealt with in the Department were:

- (a) Public accounts and estimates
- (b) Public expenditure
- (c) Public ways and means, including loans to and from the public treasury
- (d) Management of public funds
- (e) Taxation
- (f) Provincial finance
- (g) Borrowing of Provincial Governments
- (h) Alienations of revenue and of land
- (i) Opium, Salt, Income-tax, etc.
- (j) Currency and banking, including —
  - (i) Mints and coinage
  - (ii) Paper currency, etc.
- (k) Pay and allowance of public officers, etc.

*Minister for Finance* — Morarji R. Desai — since March 22, 1958; *Minister of State in the Ministry of Finance* — B. Gopala Reddi — since April 2, 1958; *Deputy Minister for Finance* — B. R. Bhagat — since January 4, 1956; *Deputy Minister for Finance* — Smt. Tarkeshwari Sinha — since April 2, 1958; *Principal Finance Secretary* — H. M. Patel, I.C.S. — since February 1, 1957; *Secretary, Department of Revenue* — A. K. Roy — since July 27, 1956; *Secretary, Department of Economic Affairs* — B. K. Nehru, I.C.S. — since February 25, 1957; *Secretary, Department of Expenditure* — N. N. Wanchoo, I.C.S. — since January 19, 1958; *Secretary, Department of Company Law Administration* — D. L. Mazumdar, I.C.S. — since August 1, 1955.

In August, 1947, the Department of Finance became the Ministry of Finance.

In 1949, the Ministry of Finance was re-organised and the following two new Departments were formed, each under the charge of a Secretary:

- (a) Department of Revenue and Expenditure; and
- (b) Department of Economic Affairs.

In 1955, the Department of Company Law Administration was created under a Secretary to administer the new Company Law. Again in 1956, the Revenue Division within the Department of Revenue and Expenditure was separated from the Department of Revenue and Expenditure and a full-fledged Department of Revenue was created.

At present, the Ministry of Finance consists of the following Departments:

1. Department of Revenue
2. Department of Expenditure
3. Department of Economic Affairs
4. Department of Company Law Administration

From about 1870, the responsibility of the Finance Member in the Finance Department became gradually diminished as the Provincial Governments were given certain financial powers from time to time. These powers of the Provincial Governments were increased in 1919 by the Montagu-Chelmsford Reforms and still further by the Government of India Act, 1935. The Financial provisions of the new Constitution of India which came into force on January 26, 1950, closely follow those laid down in the Government of India Act, 1935. The Constitution enumerates three separate lists—the Union, the State and the Concurrent subjects of legislation. The

'Residuary' powers of Legislation vest in the Union Parliament. The items in the respective lists are broadly the same as under the Government of India Act, 1935, though there are certain changes in the division of tax resources between the Union and the States.

Throughout the period of British rule, the Secretary of State for India was primarily the controlling authority over the Indian finance and he was ultimately responsible in respect of it to the British Parliament. Before the Act of 1919 came into force, the Indian Budget required the approval of the Secretary of State prior to its presentation to the Legislature but the Constitution of 1919 gave the Legislatures some control through the Standing Finance Committees and the Committees of Public Accounts, each of which had a majority of elected members. These committees considered proposals for new expenditure and economies. The Secretary of State for India had full power to exercise control over the entire revenue and expenditure of the Government in India. He was assisted at Whitehall by a full-fledged Finance Department with two Financial Secretaries in charge of the two branches. There was also the office of the Accountant General, which shared with the Finance Department the disposal of certain classes of financial business. Briefly, the Finance Department of the India Office had the following list of functions to perform:

1. Proposals relating to imposition or remission of taxation.
2. Questions relating to general financial administration in India including financial powers of the

Government of India and the Provincial Governments.

- 3. Questions relating to general civil and military expenditure in India.
4. Preparation of annual estimates and disbursements of the India Office.
5. Currency policy including banking.
6. Issue of loans, etc.
7. Financial relations with the departments of the British Government, mainly, the War Office, the Foreign Office, etc.

In addition, the Secretary of State for India was assisted in financial matters by a Finance Committee. The Committee was appointed annually and the Chairman was chosen by the Secretary of State. It was purely an advisory body and considered papers and proposals relating to financial matters referred to

it by the Secretary of State or other senior officers to whom such powers were delegated. Principally speaking, the Committee advised on the planning of India Office, balances, loans or deposits, annual estimates of receipts and disbursements of the India Office, matters connected with civil and military expenditure in India, etc. The procedure was that after the Finance Committee had gone through the proposals and papers, it made recommendations and sent them to the permanent Under Secretary who, later on, submitted the same to the Secretary of State for India for consideration.

With the abolition of the post of Secretary of State for India after independence, the Finance Department at Whitehall and the Finance Committee ceased to function.

## II

### FUNCTIONS AND ORGANISATION

The Ministry of Finance at present is responsible for the following functions:

- (i) The administration of the finances of the Central Government and dealing with financial matters affecting the country as a whole.
- (ii) Raising the necessary revenues for carrying on the administration and regulating the taxation and borrowing policies of the Government.
- (iii) The administration of problems relating to banking and currency, and in consultation with the Ministries concerned, arranging for the proper utilisation of the

country's foreign exchange resources.

- (iv) Controlling the entire expenditure of the Government in co-operation with the administrative Ministries and Departments concerned.

The Ministry consists of a Secretariat, 17 Attached Offices and a number of Subordinate Offices.

This Ministry is headed by a Cabinet Minister, who is assisted by a Minister of State in the Ministry of Finance and two Deputy Ministers for Finance.

## SECRETARIAT

The Ministry is organised into the following four Departments and these Departments are further divided into a number of divisions, branches and sections:

1. Department of Revenue
2. Department of Expenditure
3. Department of Economic Affairs
- \*4. Department of Company Law Administration

Each Department in the Ministry is under the control of a Secretary, but overall co-ordination of policy and direction are exercised through the Principal Secretary. This post was created on February 1, 1957.

Secretary	1	} Department of Revenue
Joint Secretaries	4	
Officers on Special Duty	7	
Deputy Secretaries	11	
Under Secretaries	22	
Section Officers	48	

Secretary	1	} Department of Expenditure
Joint Secretaries	11	
Officer on Special Duty	1	
Deputy Secretaries	31	
Under Secretaries	71	
Section Officers	119	

Secretary	1	} Department of Economic Affairs
Joint Secretaries	6	
Chief Economic Adviser	1	
Officer on Special Duty	1	
Deputy Secretaries	14	
Deputy Economic Adviser	1	
Assistant Economic Adviser	1	
Under Secretaries	21	
Section Officers	52	

Secretary	1	} Department of Company Law Administration
Joint Secretaries	2	
Officers on Special Duty	3	
Deputy Secretaries	3	
Under Secretaries	7	
Section Officers	16	

A short description of the above-named Departments is given below:

### I. *Department of Revenue*

The Revenue Division, which also functions as a Central Board of Revenue, was reconstituted as the Department of Revenue under the Ministry of Finance with effect from July 27, 1956. It deals with the following subjects:

Income-tax, Expenditure Tax, Wealth Tax and Estate Duty, Customs, Central Excise, Opium and Narcotics and Central functions under the Indian Stamps Act.

The Central Board of Revenue is a statutory body, constituted under the Central Board of Revenue Act, 1924. In this capacity, it has to hear and decide

\* The Department of Company Law Administration has been transferred from the Ministry of Finance to the Ministry of Commerce and Industries with effect from February 10, 1958.

appeals under the customs and central excise laws. The organisation is headed by a Secretary to the Government of India, who is also ex-officio Chairman of the Central Board of Revenue and is assisted by four Members who are also ex-officio Joint Secretaries to the Government of India.

There are three Directorates of Inspection under the Central Board of Revenue, two for Income-tax—one for Inspection (Income-tax) and the other for Investigation (Income-tax)—and the third for Customs and Union Excises. The Directorate of Inspection (Income-tax), consists of two wings—(a) Inspection, and (b) Special Investigation. The Special Investigation Wing is composed of three Directors of Inspection, and various other staff at the headquarters for dealing with the residuary work of the Income-tax Investigation Commission taken over departmentally in consequence of the Supreme Court's Judgements declaring certain sections of the Taxation on Income (Investigation Commission) Act, 1947, as void. The Directorate of Inspection (Investigation), deals with matters relating to investigation of undeclared income which has escaped income-tax assessment, and also functions as the Vigilance Wing for rooting out corruption in the Income-tax Department.

A separate Vigilance Wing was organised in November, 1955 in the Directorate of Inspection, Customs and Central Excise, for keeping a watch on all corruption and malpractice cases in the Customs, Central Excise and Opium Departments. This Wing of the Directorate is responsible direct to the Central Board of Revenue, and it has been placed under the ad-

ministrative control of a Deputy Director of Investigation, with the status of the Junior Collector of Customs/Central Excises. A new organisation known as the Central Revenue Intelligence Bureau was set up in December, 1957.

The Board has also under it a Statistical Branch, for compilation of Income-tax and Estate Duty Statistics and a Statistics and Intelligence Branch for Customs and Central Excises. Besides these organisations, there are the Central Revenues Control Laboratory, and the Narcotics Commissioner's Office with their headquarters at Delhi and Simla respectively.

## II. *Department of Expenditure*

The Department of Expenditure is subdivided into the following four Divisions:

- (i) Establishment Division
- (ii) Civil Expenditure Division
- (iii) Special Re-organisation Unit
- (iv) Defence Expenditure Division

### (i) *Establishment Division*

The Establishment Division is generally responsible for dealing with matters relating to the interpretation of financial codes, including those embodying rules and regulations relating to pay, allowances, leave, pensions, etc. It also acts as a co-ordinating unit for all the Departments in establishment matters and general questions relating to wage structure of Government employees are also dealt with in this Division. It also performs certain administrative functions in respect of the different departments of the Finance Ministry.

### (ii) *Civil Expenditure Division*

The main functions of the Civil Expenditure Division are to exercise financial scrutiny of proposals of various adminis-

trative Ministries. Normally, this work is carried out through the Financial Advisers of the rank of Joint Secretary whose charges are constituted by grouping various Ministries. The Financial Advisers are assisted by Attached Financial Advisers of the rank of Deputy Secretary and Under Secretary associated with each Ministry or a wing of a Ministry. Proposals involving substantial outlay and of complex character, though initially scrutinised by the Financial Advisers, are finally concurred in by a Committee popularly known as the Expenditure Finance Committee, presided over by the Secretary of the Expenditure Department, where all officials connected with the proposals concerned are present. This procedure has been prescribed to save time in accepting expenditure proposals in the usual manner. The Civil Expenditure Division consists of the following seven units each under a Joint Secretary accredited to individual Ministries or groups of Ministries or other Secretariat Organisations:

- (a) *C & I and F & A Division* (Ministries of Commerce and Industry, Food and Agriculture and Community Development)
- (b) *Communications Division* (Ministries of Communications, Information and Broadcasting, Transport and Health)
- (c) *E & L Division* (Ministries of Education and Scientific Research, Labour and Employment and Planning Commission)
- (d) *E.A.R. & H Division* (Ministries of External Affairs, Rehabilitation and Home Affairs and Department of Atomic Energy)

- (e) *I & W Division* (Ministries of Irrigation and Power, and Works, Housing and Supply)
- (f) *S.M. & F Division* (Ministry of Steel, Mines and Fuel)
- (g) *Delhi Division* (Delhi Administration and certain Statutory Local Bodies in Delhi. This unit is under the charge of the Joint Secretary in charge of the Special Re-organisation Unit.)

(iii) *Special Re-organisation Unit*

This Unit was set up in 1952, under the charge of a Joint Secretary and its staff was drawn from the Ministries of Home Affairs and Finance with a view to conducting an objective review of the organisation and strength of the various Ministries and other Organisations. Combined Teams were sent for investigation into staff requirements of the various Ministries and their Subordinate Organisations. The staff strength was determined on a broad classification of receipts. Recently, the methods of work of the Unit have been overhauled and it now carries out work-studies of different organisations involving an analysis of the organisational structures, methods of work, etc. The staff of the Unit is now based in the Finance Ministry. The Special Re-organisation Unit maintains a close liaison with the Organisation and Methods Division. The Joint Secretary in charge of the Special Re-organisation Unit is concurrently Secretary of the Committee on Plan Projects set up by the National Development Council.

(iv) *Defence Expenditure Division*

The Defence Expenditure Division is under the charge of the Financial Adviser,

Defence Services, whose status is above that of a Joint Secretary to the Government of India. He has direct access to the Ministers of Defence and Finance, and acts as the Financial Adviser to the Defence Minister, the Chiefs of the Army, the Navy and the Air Force and the Defence Secretary. He is a member of various Committees in the Defence Ministry presided over by the Minister for Defence and also attends the meetings of the Defence Committee of the Cabinet. This Division is responsible for scrutiny, sanction and accounting of the expenditure of the Defence Ministry and controls the Defence Accounts Department.

### III. *Department of Economic Affairs*

The Department of Economic Affairs is divided into the following six divisions, each under the charge of a Joint Secretary. In the case of the Economic Division, it is under the charge of a Chief Economic Adviser.

- (i) Budget Division
- (ii) Planning Division
- (iii) Internal Finance Division
- (iv) External Finance Division
- (v) Economic Division
- (vi) Insurance Division

In addition, there is a separate Division under the charge of a Joint Secretary dealing with subjects such as Control of Capital Issues, Stock Exchanges and Finance Corporations which were until recently dealt with in the Department of Company Law Administration. Further, for dealing with the problems connected with sales tax, a sales tax unit has been set up in this Department.

(i) *Budget Division* This Division is primarily responsible for the preparation

of the Central Budget other than the Railway Budget. The estimates for Defence Services are scrutinised and compiled by the Defence Division, while the estimates for the Posts and Telegraphs Department are similarly compiled by the Director-General, Posts and Telegraphs. The estimates relating to the other Ministries and the Departments of the Government of India are compiled by the Budget Division, with the assistance of the associated Finance Divisions concerned. The ultimate responsibility for the consolidation of the entire Budget and the preparation of its supporting documents vests in the Budget Division.

Further, it is responsible for the following items of work :

- (a) Obtaining Supplementary Grants/Appropriations in every session of Parliament during the course of the year.
- (b) Preparation of the 'Ways and Means' estimates, the floating of the Public Loans, promotion of Small Savings Movement, Women's Savings Campaign, administration of public debt and borrowing by the State Governments, implementation of the recommendations of the Finance Commission and the administration of the Contingency Fund of India Rules, including the sanctioning of the advances and their ultimate recoupment to the Fund.
- (c) Questions pertaining to audit, accounting procedure, classification of transactions in Government accounts and framing and



application of the Treasury Rules.

- (d) Work connected with the fixing of borrowing rate of interest, productivity test rate, interest rates chargeable on the loans sanctioned by the State Governments, commercial departments and other parties and the Accounts and Audit Reports of the Comptroller and Auditor-General to the President of India before their presentation to the Parliament.

- (e) Issuing of standing instructions for maintaining proper control over expenditure during the course of the year and for accepting surrenders of the provision not required by the Ministries.

(ii) *Planning Division* This Division deals with work relating to the following subjects:

- (a) Financial assistance to the State Governments, including loans and grants for development purposes; grants for the development of scheduled tribes areas under the provisos of Article 275 (1) of the Constitution.
- (b) Capital budget consisting of allotment of funds on Capital Account and control of Capital Expenditure.
- (c) Policy matters relating to the administration of National Sample Survey.
- (d) Indian Institute of Public Administration and Indian Statistical Institute.

Further, it functions as the co-ordinating Division of the Ministry regarding the

Central Government's policy in regard to important economic matters concerning States and State legislations having considerable financial and economic implications. It is also responsible for the scrutiny of the schemes relating to the Public Co-operation Programme under the Five-Year Plan.

(iii) *Internal Finance Division* This Division deals with all matters connected with currency and coinage, the Reserve Bank of India and banking, the administration of State Mints, the Assay Office and the Indian Security Press.

(iv) *External Finance Division* This Division deals with all aspects of India's financial and economic relations with foreign countries. It is responsible for the administration of exchange control, the execution of payment and other financial agreements, the examination of proposals for foreign investments, the obtaining of foreign loans and for the external financial and economic relations of India generally.

This Division is divided into three wings:

*The Exchange Control Wing:* concerned with ensuring that the expenditure on foreign exchange arising out of such varied items as commercial imports, imports of foodgrains, contribution to International bodies, etc. is within the total resources available and accruing from exports and other invisible earnings. Further, foreign exchange prospects are reviewed periodically by the Divisions.

*The Second Wing:* concerned with the International Monetary Fund and the I.B.R.D., including the annual consultations with the International Monetary



Fund in regard to the continuance of exchange restrictions.

*The Third Wing*: concerned with all matters relating to Foreign Aid (Financial and Technical), whether it is received by India or provided by India to other countries. At present, there are two branches dealing with this matter, viz. *Economic Aid Branch* and *Technical Assistance Branch*. It is proposed to extend these branches to four in order to handle the increased work. All Foreign Assistance work is routed through the Department of Economic Affairs, which is responsible for entering into agreements with foreign Governments, International Agencies and foreign philanthropic organisations like the Ford Foundation.

(v) *Economic Division* The Economic Division of this Ministry was started under the Chief Economic Adviser by transferring to it two Sections of the External Finance Division of the Department and the Economic and Statistical Section of the Cabinet Secretariat. These Sections are now completely merged in the Economic Division, which functions as a separate Division of the Department under the charge of an Economic Adviser, assisted by a Deputy Economic Adviser, a few Assistant Economic Advisers and Research Officers.

The activities of the Economic Division are the following :

- (a) Research into and study of important economic, financial and monetary problems, e.g., the European Recovery Programme, the International Investment position, etc.
- (b) Preparation and maintenance of statistics relating to balance of

payments, balance of trade, currency and coinage.

- (c) Study and analysis of foreign economic and financial reports, received from the Indian Diplomatic Missions and the Trade Representatives abroad.

(vi) *Insurance Division* With effect from January 19, 1956, Life Insurance business was nationalised and the Government took over the business from that date through the Custodians appointed by it. A Life Insurance Corporation was set up from September 1, 1956, under an Act of Parliament and it has taken over the business from that date. The Insurance Division deals with the administration of the Insurance Act, 1938 and the Life Insurance Corporation Act, 1956.

#### IV. *Department of Company Law Administration*

A full-fledged Department of Company Law Administration was created in this Ministry in August, 1955. It absorbed the Company Law and Investment Administration Branches which had been created within the Department of Economic Affairs in October, 1953, mainly to take over from the State Governments powers and functions relating to Companies which had been earlier delegated to them by the Central Government. Though the delegation of authority under the Indian Companies Act, 1913 made by the Central Government to the State Governments was withdrawn from October, 1953, it was only from January, 1955 that the Central authority was properly organised to enable it to perform functions under the law.

In September, 1956, some of the subjects dealt with by this Department, such as Control of Capital Issues, Stock Exchanges and Finance Corporations were re-transferred to the Department of Economic Affairs. At present, the Department of Company Law Administration is mainly responsible for the administration of the new Company Law (i.e., the Companies Act, 1956) and matters relating to the accounting profession. The Department is organised into 16 Sections. There are separate sections to deal with matters relating to company investigations, prosecutions, liquidations, licensing policy, etc. Two separate sections have been created to look after the work connected with the Advisory Commission formed under Section 410 of the new Act in order to advise the Government of India in the exercise of certain powers under the new Companies Act. Further, there is a Research and Statistical Branch to collect up-to-date statistical data relating to various facets of company management.

In addition to the above set-up at the Centre, the Department has also established four Regional Directorates situated at Bombay, Calcutta, Madras and Delhi, consisting of a Regional Director, a Company Accountant and a Company Law Solicitor in each region. The main functions of the regional offices are to:

(i) Remain in close touch with the State Governments concerned

and keep the Central organisation duly informed of all important developments in Company practices and managements in the States.

- (ii) Watch the performance of the Registrars of Companies and advise them in all matters when such advice is sought.
- (iii) Watch the progress of enquiries and investigations into the affairs of the Companies by the Inspectors appointed for the purpose and keep in touch with the Legal Remembrancer, the Public Prosecutor, and the Police authorities of the States concerned and co-ordinate the activities of the Inspectors and the Police in the matters of investigations in the States.
- (iv) Remain in touch with the important commercial and industrial developments in the States and the trends of Company managements and assist in securing the enforcement of the Company Law by systematic and constant administrative persuasion.
- (v) Function as a Liaison Office between the State and the Central Governments.
- (vi) Guide the public and particularly the smaller Companies by explaining the correct implications of the Act.

## III

## ATTACHED OFFICES

A short description of the Attached Offices of the Ministry is given below:

1. *Office of the National Savings Commissioner, Simla*

This office works on a State-wise basis, and is controlled by a Central Office located at Simla, under the charge of the National Savings Commissioner. The organisations in the States are under the Regional National Savings Officers, who work in close co-operation with the State Governments. The whole organisation aims at inculcating the habit of thrift amongst the masses and encouraging the small investors to lend their savings to the Government.

2. *Indian Security Press (including Currency Note Press and Central Stamp Stores, Nasik)*

The Government of India one rupee notes and Reserve Bank notes, postal and other stamps, postal stationery and miscellaneous items, such as excise banderoles, are printed at these presses.

3. *Government of India Mints, Bombay and Alipore (Calcutta)*

The Government of India have two Mints, one at Bombay and the other at Alipore (Calcutta), which was put into commission in March, 1952, the old Calcutta Mint having been abolished with effect from April 1, 1953. In addition, the Hyderabad Mint, which was taken over as a result of the federal financial integration of States in April, 1950, is

being retained as an adjunct to the India Government Mint, Bombay. Their main functions are:

- (a) Minting, casting, stamping and refining of gold and silver bullion from Indian Mines, Banks, Bullion merchants and the general public.
- (b) Manufacture and repairs of Note-Punching Machines for the Reserve Bank of India.
- (c) Manufacture, verification and adjusting of standard weights and measures.
- (d) Manufacture of Stamp Office Dyes, Government seals, etc.
- (e) Striking of medals, Campaign Stars, Badges.

4. *Assay Department, Bombay and Calcutta*

The Government of India has two Assay Offices, one at Bombay and the other at Calcutta, doing mainly the work of assaying of gold and silver and of counterfeit coins, etc. for Government Departments and public bodies and individuals.

5. *Silver Refinery Project, Calcutta*

This project in Calcutta is primarily intended to extract silver from the quaternary coins introduced during the war and since withdrawn from circulation.

6. *Office of the United Nations Technical Assistance Board, New Delhi*

The main functions of this office are as follows:

- (a) To assist and advise the Government regarding the presentati<sup>1e</sup>

of technical assistance requests, which they wish to submit to the organisation, taking into account the relative urgency of the specific projects within the economic development programme and policies of the Government.

- (b) To advise the Technical Assistance Board and the organisations concerned on request for and programmes of technical assistance in India; to negotiate with the Government on technical assistance programmes on behalf of the organisations and assist these organisations in such other negotiations with the Government at the policy level, as may be necessary.
- (c) To assist and ensure the effective rendering of technical assistance by the various organisations and in harmonising the activities of experts and specialists provided by these organisations with a view to assuring and developing the well-balanced and co-ordinated technical assistance programme in India.
- (d) To co-operate with the co-ordinating machinery, set up by the Government of India, for facilitating reference of technical assistance.
- (e) To make available to the experts such administrative services as may be specifically requested, including payment of allowances to the experts out of the funds received from the Government or from the organisation.

(f) To assist the Government on the selection of candidates for fellowships and scholarships.

(g) To maintain in all matters pertaining to technical assistance the most effective liaison with the Government on the one hand and the organisations on the other hand.

7 (a) *Directorate of Inspection (Income-tax)*  
(*Inspection Wing*)

This Directorate was constituted in 1940, in order to exercise proper control and inspection on the work of the Income-tax Officers stationed throughout India and supervise the work of the Assistant Commissioners. The functions of this Directorate are primarily of an advisory nature. It receives and follows up the month-to-month progress of work in the various income-tax charges so that it could advise the Board in connection with the scales or standard of work, adequacy of staff, etc. The Directorate has also a separate organisation under it to collect and distribute to the various income-tax officers, throughout India, information regarding payments made to contractors, receipt of large dividends and all transactions of similar nature. Some of the important functions of the Director of Inspection (Income-tax) are as follows:

- (i) Overall supervision of the technical work, done in Commissioners' charge, other than the charges of the Commissioners of Income-tax, Bombay Central and Calcutta Central and Special Circles in the various Commissioners' charges.

- (ii) Compilation of the all-India Progress Report of assessment and collection and their comparison with the Budget estimates.
- (iii) Consideration for action the various suggestions for effecting economy and proficiency in procedure generally.
- (iv) Maintenance of close watch on and taking steps to deal with the arrears of assessment and collection in respect of circles other than those within the jurisdiction of the Investigation Wing.
- (v) Devising and administering systems of training for various classes of officers, both gazetted and non-gazetted.
- (vi) To organise and conduct the Departmental examination for gazetted and non-gazetted staff in consultation with the Central Board of Revenue.
- (vii) To work on the 'Two-Man Committee' to implement the provisions of Double Taxation Avoidance Agreement between India and Pakistan.
- (viii) To inspect the offices of the appellate Assistant Commissioners with a view to suggesting measures for speedy disposal of appeals.
- (ix) To advise the Central Board of Revenue on matters arising out of the merger of States, federal financial integration, and other cognate subjects.
- (x) To advise the Commissioners of Income-tax in the matter of

creating new circles and reshuffling existing ones.

- (xi) To supervise the work of the Special Investigation Branches attached to the various Commissioners' charges, etc.

#### 7 (b) *Directorate of Inspection (Income-tax) (Investigation Wing)*

This Directorate was set up in October, 1952, as a result of the recommendations of the Income-tax Investigation Commission. It undertakes study and scrutiny of cases, or groups of cases involving large scale tax evasion. As a central organisation at Delhi, the Directorate maintains close contact and liaison with other authorities and collects information, which is made available to officers of the Central Circle and Special Circles working as the field units in the various Commissioners' charges. It also helps the officers in conducting investigation and offers necessary technical advice in those cases. Besides dealing with the problem of tax evasion, the Directorate addresses itself to the task of tackling the problem of corruption amongst officers of the Income-tax Department.

#### 8. *Directorate of Inspection — Customs and Central Excise, New Delhi*

The Directorate of Inspection — Customs and Central Excise, was formed in 1939. It functions as an agency for executive audit by inspecting the working of the administrative formations connected with Central Excise and Customs and ensuring proper assessment and realisation of revenue.

The Directorate is mainly responsible for the following matters:

- (a) Inspecting and reporting on practical operations of the Customs (including Land Customs) and Central Excise Acts and Rules, and all matters pertaining thereto; detecting and remedying defects wherever they may be found; co-ordinating and assimilating procedure; suggesting improvement of the organisation of the Customs and Central Excise Departments and advising the Central Board of Revenue on Customs and Central problems.
- (b) Compilation and maintenance of up-to-date and complete codes of instructions for the Customs and Central Excise Department, including central excise procedure for the information of the general public.
- (c) Devising a system of training and conducting Departmental Examination for various grades of officers in the Customs and Central Excise Departments in accordance with the orders of the Central Board of Revenue, etc.

There are four Regional Units of the Directorate of Inspection (Customs and Central Excise) :

- (i) South Regional Unit, *Hyderabad*
- (ii) West Regional Unit, *Hyderabad*

- (iii) East Regional Unit, *Calcutta*
- (iv) North Regional Unit, *Simla*

#### 9. *Directorate of Revenues Intelligence*

The question of re-organising the Central Revenues Intelligence Bureau, which is at present functioning as a unit with the Directorate of Inspection, Customs and Central Excise, with a view to making it more broad-based and effective for concentrating on anti-smuggling work at a time when large-scale smuggling, and organised rackets are going on, has been carefully considered and the Government of India has decided to constitute a new organisation to be designated as the Directorate of Revenues Intelligence, for dealing with the work relating to the study of information on smuggling activities and the development of all anti-smuggling measures at all-India level. Besides arranging training facilities for the Intelligence and Investigation Officers of the Central Excise Collectorate, etc., the new Directorate of Revenues Intelligence will function as an independent unit with the status of an Attached Office under the control of the Revenue Department and will take over all work relating to anti-smuggling operations in the Customs, Excise and Narcotics Departments which will require handling, direction and investigation from the Centre.

### IV

## SUBORDINATE OFFICES

The Subordinate Offices of the Ministry are the following :

1. *Office of the Regional Directors of Companies (Department of Company Law*

*Administration) at Calcutta, Bombay, Madras and New Delhi*

The various States in the country have been grouped into four Regions for the

purpose of administration of the Companies Act as under :

<i>Regions</i>	<i>States</i>	<i>Headquarters</i>
Northern	Punjab, Himachal Pradesh, Delhi, Rajasthan and Uttar Pradesh	Kanpur
Eastern	Bihar, West Bengal, Assam, Manipur, Tripura and Orissa	Calcutta
Western	Bombay and Madhya Pradesh	Bombay
Southern	Andhra Pradesh, Madras, Mysore and Kerala	Madras

These regional offices co-ordinate, direct and supervise the work of Registrars and serve as a link not only between the offices of the Registrars in the respective regions and the Central Government, but also between the latter and the State Governments. In addition to supervising the work of the Registrars, the Regional Directors also maintain liaison with the Chambers of Commerce and the investing public and render advisory services to them from time to time.

2. *Offices of the Registrars of Companies at Shillong (Assam, Manipur and Tripura), Bombay, Patna (Bihar), Calcutta (West Bengal), Hyderabad Dn. (Andhra Pradesh), Gwalior (Madhya Pradesh), Bangalore (Mysore), Madras, Cuttack (Orissa), Jullundur (Punjab and Himachal Pradesh), Jaipur (Rajasthan), Trivandrum (Kerala) and Lucknow (Uttar Pradesh)*

Until recently, the States, with the exception of a very few, had neither whole-time Registrars nor any whole-time staff. Now, full-time Registrars have been posted, one for each State, with appropriate technical and clerical staff. The Registrar is vested with a wide range of duties and responsibilities under the new Companies Act.

He exercises the statutory powers conferred on him by the Act under the supervision and guidance of the Central Government.

3. *Collectors of Customs, Bombay, Calcutta, Cochin, Madras, Visakhapatnam, Kandla and Pondicherry*

The main functions of the Customs Houses are to levy and collect the customs duties by assessing the goods coming into or going out of India and the prevention of smuggling. In addition, they administer the various restrictions and prohibitions under diverse Acts on the Import and Export of goods.

All these Customs Houses are under the direct supervision of the Central Board of Revenue. Each Customs Office is under the charge of a Collector of Customs. The collection of customs duties at all other minor ports and at land frontiers is looked after by the Central Excise Department.

4. *Collectors of Central Excise, Bombay, Calcutta, Madras, Bangalore, New Delhi, Shillong, Hyderabad (Dn.), Allahabad, Baroda, Patna and Nagpur*

The Collectors of Central Excise are responsible for the collection of all Central Excise duties levied by the Central Government and also for the collection of customs duty at land frontiers and at all ports except the ports of Bombay, Calcutta, Madras and Cochin.

5. *Income-tax Department*

The administrative set-up of the Income-tax Department is divided into various distinct units, each under the charge of a Commissioner. These units deal with

cases, or classes of cases, in which systematic evasion of tax is suspected or special scrutiny of accounts is considered necessary. These cases are specifically assigned to them by the Central Board of Revenue. The administrative units under the Commissioners' charge are as follows :

Madras ; Bombay City I ; Bombay City II ; Bombay North ; Bombay South ; West Bengal ; Calcutta ; Uttar Pradesh ; Madhya Pradesh ; Punjab ; Delhi ; Bihar and Orissa ; Assam ; Mysore ; Calcutta (Central) ; Bombay (Central) ; Andhra ; Kerala.

The Estate Duty Act, which came into force from October 15, 1953, is also being administered through the Income-tax Department and, for this purpose, the Government of India has appointed all Commissioners, Inspecting Assistant Commissioners of Income-tax and Income-tax Officers, for the time being, as Controllers, Deputy Controllers and Assistant Controllers of Estate Duty respectively.

#### 6. *Statistical Branch (Income-tax)*

It is responsible for work relating to the compilation of Income-tax statistics, the total income earned and tax paid by various classes of persons, the classification of income under various kinds of business, trade, industry, profession, etc.

#### 7. *Statistics and Intelligence Branch (Central Excises), New Delhi*

The Statistics and Intelligence Branch is mainly responsible for the collection, tabulation and interpretation of statistics

relating to the various central excise commodities. Essential statistics, relating to the customs duties levied on several articles, subject to customs tariff, are also compiled by this branch.

#### 8. *Central Revenues Control Laboratory, New Delhi*

The main activities of the Central Revenues Control Laboratory are :

- (i) Investigation and standardisation of analytical methods for all Customs Laboratories and the Central Board of Revenue.
- (ii) Conducting appellate tests of the samples analysed by the Chemists and Customs Houses and Opium factories.
- (iii) To render technical advice to the Central Board of Revenue on all matters pertaining to assessment, based on chemical analysis.

#### 9. *Narcotics Department*

The office of the Narcotics Commissioner was constituted as a separate office in order to create a central authority to improve and co-ordinate the various aspects of narcotics administration throughout India. Enquiries relating to narcotic drugs and other allied matters, which until recently were dealt with by the Central Investigation Bureau, under the Directorate of Inspection (Customs and Central Excise) have also now been entrusted to the Narcotics Commissioner. The Narcotics Department also supervises the work of the Opium Department.

## ADVISORY BODIES

Some of the important advisory bodies functioning in the Ministry of Finance are detailed below :

1. *Company Law Advisory Commission*

The Company Law Advisory Commission is required to investigate into and advise Government on the following matters in accordance with Section 411 of the new Act :

- (a) Termination of Managing Agency in respect of any description of industry or business under Section 324 of the Act, and issue of notification in connection therewith.
- (b) Applications received by Government for appointment of Managing Directors/Managing Agents, increase in the remuneration of Directors, Managing Directors or Managing Agents, change in the constitution of managing agents, variations in the terms of managing agency agreements, etc.
- (c) All such matters as may be referred to it.

This Commission, which has been constituted under the Companies Act, consists of a Chairman and five ordinary members.

The Chairman of the Commission holds office on a whole-time basis in terms of Section 410 (b) of the Companies Act. The other members of the Commission are all non-officials, and are appointed in terms of Section 410 (a) of the Act.

2. *Advisory Committee Constituted under Section 11 of the Capital Issues (Central) Act, 1947*

This Committee renders advice on matters arising out of the administration of the Capital Issues (Central) Act, 1947.

The Committee consists of five non-official members, who are generally chosen to represent Parliament and the important organisations of trade and commerce.

3. *National Savings Advisory Committee*

This Committee co-ordinates and guides the activities of the Savings Advisory Committees in the States; assists and advises the Government of India generally in regard to measures necessary to intensify the National Savings Movements in the country and popularise the small savings scheme. It also advises the Government on specific organisational and publicity matters relating to the National Savings Movement which may be brought to its attention.

This Committee is headed by a Chairman and 13 non-official members. The National Savings Commissioner acts as its member-Secretary. The Committee may also co-opt specialists in different fields, e.g., eminent economists, bankers, sociologists, etc., as members, as and when necessary.

4. *Central and State Advisory Boards for the Women's Savings Campaign*

*Central Advisory Board*

This Board is responsible for co-ordinating the activities of the State Advisory Boards

and assisting and advising the Government of India in spreading the National Savings Movement generally and on measures necessary to intensify the Women's Savings Campaign in particular.

It consists of a Chairman, a Vice-Chairman and five non-official members. There are also 15 State Advisory Boards situated in Delhi, Jammu and Kashmir, West Bengal, Mysore, Madras, Punjab, Orissa, Kerala, Madhya Pradesh, Assam, Uttar Pradesh, Bihar, Andhra Pradesh, Rajasthan, and Bombay.

#### TOTAL STRENGTH OF STAFF

Secretariat

Department of Revenue	697
-----------------------	-----

Department of Expenditure	1,895
Department of Economic Affairs	905

Some of the important publications of the Ministry are given below :

1. *Quarterly Statistics on the Working of Capital Issues Control*
2. *Administrative Report of the Ministry of Finance* (Annual)
3. *Joint Stock Companies* (Monthly Journal)
4. *Joint Stock Companies in India* (Annual)
5. *Income-tax Manual*
6. *Central Excise Manual*
7. *Review of the Customs Administration in India*

Besides, a number of publications on a variety of subjects like *India's New Coinage Scheme*, *Technical Assistance*, *Finance Minister's Budget Speech*, etc. are published from time to time.

## MINISTRY OF HOME AFFAIRS

THE HOME DEPARTMENT of the Supreme Government in India during the East India Company's rule was created in May, 1843, when the Secretariat of the Government of India was completely separated from that of Bengal. A separate Secretary was appointed for this Department and the Revenue, General, Marine, Judicial, Legislative and Ecclesiastical Branches were transferred under his charge. Excepting the General Branch, the designation of all other Branches named indicated the items of business transacted in each. For all other matters, viz., Appointments, Internal Politics, Jails, Police, Education, Hospitals, Public Health, Municipalities and Local Boards, the administration of the Arms Acts and a number of other subjects, the General Branch was generally responsible. These subjects fell primarily within the jurisdiction of Local Governments, yet substantial restrictions were imposed on Provincial Governments and a large measure both of initiative and decision was left to the Government of India in view of the dominant conception that the entire governmental system was one indivisible whole and amenable to the

British Parliament. The work of the Home Department consisted, therefore, to a large extent, in controlling the Provincial Administrations in respect of these matters, while it more directly administered Port Blair in the Andamans, to which convicts sentenced to transportation for life were sent, and other centrally administered territories.

Following the passing of the Government of India Act, 1853, the Legislative Branch of the Home Branch was abolished and all legislative functions were vested in the Council of India, as constituted under Section 22 of the above Act, to which (Council of India) a Legislative Member was added. In course of time, as the functions relating to Education, Health, Agriculture, etc. increased considerably, separate Departments to administer those subjects came into being.

Under the Government of India Act, 1919, responsibility for certain subjects was delegated to the Provinces and were divided into two categories, viz., 'Reserved' and 'Transferred'. Among the 'Reserved' subjects, Police, Newspapers, Prisons, etc., were under the administrative control of the Governor's Council; but in the 'Reserved' field the Governor and his Council were bound to obey the orders of the Central Government. A substantial amount of control of the Home Department over Provincial Administration in respect of law and

*Minister for Home Affairs* — Govind Ballabh Pant — since January 10, 1955; *Minister in the Ministry of Home Affairs* — B. N. Datar — since February 14, 1956; *Deputy Minister for Home Affairs* — Shrimati Violet Alva — since April 23, 1957; *Secretary* — B. N. Jha, I.C.S. — since January, 1958.

order, etc., therefore still remained after the passing of the Act of 1919. Under the Government of India Act, 1935, subject to exceptions, within its own legislative and administrative sphere, a Province was subject to no interference from the Centre. In many respects the powers of the Governor were similar to those of the Governor-General. The Governor, too, like the Governor-General had some discretionary powers and special responsibilities. The executive authority of a Province was exercised on behalf of the Crown by the Governor who was appointed by the Crown. As the executive power of the Provinces extended to Public Order, Police, Administration of Justice, Prisons, etc., included in the Provincial List, the scope of control of the Home Department in respect of those subjects, so far as Provincial administration was concerned, was practically reduced to nil after the passing of the Act of 1935, excepting in case of ecclesiastical matters, safeguarding the legitimate interests of minorities, safeguarding of the rights and legitimate interests of the members of the public services or their dependents, prevention of commercial discrimination, in respect of which the Governor-General had special responsibility. Under the new

Constitution, the States have full autonomy in respect of subjects included in the State List which comprised Law and Order, Police, Jails, etc., but the States must exercise their executive power so as not to prejudice the exercise of power of the Union and so as to comply with the Acts of Parliament. The executive power of the Union includes power to give direction to the States to ensure compliance with the Acts and other laws in force in the States. In particular, the Union may issue direction for protection of Railways and construction and maintenance of communications of national or military importance. The Constitution provides also for assumption of executive power of a State by the President in case of grave emergencies. In such circumstances the Ministry of Home Affairs exerts control over State administration in particular fields.

The Ministry of States which was created on July 5, 1947, to deal with the questions relating to Part B and C States, and also with the matters arising out of the merger agreement in respect of those former Indian States which became Part B States, was merged in the present Ministry of Home Affairs on January 10, 1955, and its functions were allotted to it.

## II

### FUNCTIONS AND ORGANISATION

The Ministry of Home Affairs at present is mainly concerned with the following two broad groups of subjects:

- (a) Public Services, and
- (b) Public Security.

Apart from these, the Ministry is also responsible for the following subjects of general public interest:

- (i) The administration of Centrally administered areas, Andaman

- and Nicobar Islands; administrative, financial and economic problems of States;
- (ii) President's, Vice-President's, Ministers', Deputy Ministers' and Governors' allowances and privileges, salaries, etc.; appointment and conditions of service of the Chief Justice and other Judges of the Supreme Court, the Chief Justice and other Judges of the High Courts; Warrant of Precedence; National Flag; President's and Governors' Flags; National Anthem; Coat of Arms; National Emblem; Census, etc.;
  - (iii) Matters arising out of instruments of accession and covenants, entered into between the Government of India and the Rulers of the former Indian States, including the privy purses and settlement of private properties of these Rulers and the allowances payable to the relatives of such Rulers;
  - (iv) Foreigners; Citizenship; Nationality; Press Laws, etc.; Jagirdari and Zamindari Reforms;
  - (v) Examination of Bills from States, etc.

*Description of Some of the Important Functions*

(a) *Public Services*

In the field of Public Services, there are various Central Services meant for manning the variety of posts under the different Ministries and Attached Offices of the Government of India. The day-to-day administration of the individual

services rests with the Ministries concerned. The Ministry of Home Affairs is responsible for regulating all matters of general applicability to all the Services, in order to maintain a common standard of recruitment, discipline and conditions of service, etc. As regards the All-India Services, which are organised and maintained jointly on behalf of the Central and State Governments, this Ministry is responsible not only for matters of a general nature but also for their detailed application to individual cases.

(b) *Public Security*

In the field of public security, the Ministry of Home Affairs is responsible for the maintenance of law and order in Centrally administered areas. The Central Government advises the States from time to time on developments in problems of public security of all-India interest. Most of the work in this sphere is done on a 'top secret' level.

The Ministry consists of a Secretariat, six Attached Offices and six Subordinate Offices. It is headed by a Cabinet Minister, who is assisted by a Minister of State and a Deputy Minister.

SECRETARIAT

The Secretariat Staff consists of:

Secretary	1
Development Adviser and Additional Secretary (Kashmir Affairs)	1
Joint Secretaries	6
Officer on Special Duty and Director, Directorate of Manpower	1

Establishment Officer and ex-officio Joint Secretary	1
Deputy Secretaries	19
Special Assistant to the Minister for Home Affairs	1
Officers on Special Duty	2
Under Secretaries	28
Section Officers	52

The Ministry is divided into the following 14 Divisions, each Division being under the charge of a Deputy Secretary:

1. Foreign	8. Services
2. Administrative	9. Judicial
Vigilance	10. Planning
3. Establishment	11. Central
4. Accounts	Services
5. All-India	12. Emergency
Services	and Relief
6. Union	13. Police
Territories	14. Police, and
7. Administration	Foreigners

The Administrative Vigilance Division is a special organisation headed by a Director (of the status of Joint Secretary). The Division has been constituted with a view to provide a centralised drive, direction and co-ordination in regard to the campaign against corruption in the public services. Correspondingly, each Ministry and Department has entrusted this vigilance work to an officer of a

Deputy Secretary's rank, called the Vigilance Officer. The Director, Administrative Vigilance Division, co-ordinates the work of these Vigilance Officers and gives the required drive and direction in the matter. The Director, Administrative Vigilance Division, also exercises general supervision and control over the working of the Special Police Establishment and sees that their investigations are conducted with vigour and speed. Each Vigilance Officer in the Ministry and in its Attached and Subordinate Offices, is expected particularly to ensure the carrying out of the following functions:

- (i) that the existing organisation and procedures are examined with a view to eliminating or minimising factors which provide opportunities for corruption or malpractices;
- (ii) that a system of regular inspection and surprise visits is planned and enforced for detecting failures in quality or speed of work, which would be indicative of the existence of corruption or malpractices; and
- (iii) that prompt action is initiated and pursued in all cases where reasonable grounds for suspicion of corruption or malpractices exist against any person.

### III

## ATTACHED OFFICES

A short description of the Attached Offices of the Ministry is given below:

#### 1. *Union Public Service Commission*

The Union Public Service Commission is a statutory body and its functions are regulated by provisions made by the

Government of India Act, 1935. A detailed description of the Union Public Service Commission has been given separately.

#### 2. *Central Intelligence Bureau*

The Bureau provides intelligence to Government on matters affecting the

security of the State and advises Government on security measures. It functions under a Director, who is assisted by eight regional officers at the State headquarters. Steps are under way to set up: (a) a Central Detective Training School, (b) a Central Finger Print Bureau, and (c) a Central Forensic Laboratory.

### 3. *Indian Administrative Service Training School*

The Administrative Service Training School was established in March, 1947, for training I.A.S. Probationers. The duration of the course extends over a period of one year. This includes training in public administration, languages, economics and history. A whole-time Principal is the head of the School, who is assisted by a Vice-Principal and other teaching and secretariat staff.

### 4. *Commissioner for Scheduled Castes and Scheduled Tribes*

The appointment of a Commissioner for Scheduled Castes and Scheduled Tribes was made by the President under Article 338 of the Constitution to investigate all matters relating to the safeguards provided for the Scheduled Castes and Scheduled Tribes under the Constitution

of India, and to report to the President upon the working of those safeguards. The first Commissioner for Scheduled Castes and Scheduled Tribes was appointed in November, 1950. The Office of the Commissioner has its headquarters at Delhi and there are seven Regional Offices located in different regions.

### 5. *Office of the Registrar-General*

The Office of the Registrar-General was created to deal with the work arising out of the Census of 1951. Since June, 1953, the work is being looked after by the Deputy Registrar-General. At present, the Registrar-General is entrusted with the work of 'Improvement of Population Data'.

### 6. *Delhi Special Police Establishment*

This organisation was created during the war for the detection and prosecution of cases of corruption among officers of the various departments of the Central Government, including Railways, and Contractors. The Establishment is under the charge of an Inspector-General of Police, with headquarters at Delhi. It has twelve branches distributed over the various States. This organisation is also responsible for the work relating to the recovery of abducted persons.

## IV

### SUBORDINATE OFFICES

A short description of the Subordinate Offices of the Ministry is given below:

#### 1. *Directorate of Co-ordination (Police Wireless)*

The Directorate is mainly concerned with three subjects, viz., (a) technical advice to

the State Governments on matters concerning wireless communications, (b) co-ordination required between the State Police Wireless Organisations, and (c) liaison and co-ordination with the technical communication departments and the services.

### 2. *Secretariat Training School*

The Secretariat Training School at New Delhi was started in May, 1948. The School conducts training courses for direct recruits to the grades of Assistants and Assistant Superintendents of the Central Secretariat Service, refresher courses for serving Superintendents, Assistant Superintendents, Assistants and Upper Division Clerks and also typewriting courses for serving Clerks.

The syllabus for the training and the refresher courses includes the machinery of the Government of India and the organisation of the Government of India Secretariat, the Rules of Business, Office Procedure and Methods, Government Servants' Conduct Rules, Civil Services (Classification Control and Appeal) Rules, Constitution of India, a course of lectures, combined with practical exercises, on the application of the numerous Financial Rules and Regulations, Codes, practical training in typewriting by modern methods, and also instructions in the proper care and maintenance of the typewriting machines.

### 3. *Central Police Training College*

The Central Police Training College at Mt. Abu was started in September, 1948. Before the war, Indian Police Officers were sent to the provincial schools for training. In order to maintain a uniform

standard of training, a Central Training College for Indian Police Service probationers was started. The College is under the charge of a Commandant with the rank of Inspector-General of Police.

### 4. *National Fire Service College, Rampur*

The College has been functioning since July, 1956, for imparting advanced and refresher courses of training in fire-fighting. There is also an attached hostel to provide boarding and lodging facilities for the officer-trainees, nominated by the various State Governments and the Ministries of the Government of India.

### 5. *Central Government Treasury, Trivandrum*

The Central Government Treasury at Trivandrum was formerly known as the Resident's Treasury and was attached to the Resident for the Indian States in Madras. In July, 1947, the Government of India decided to continue the Treasury, after the closure of the Residency from August 1947, pending further enquiry.

### 6. *Central Reserve Police*

The Central Reserve Police, with its headquarters at Neemuch in Madhya Bharat, was formerly known as the Crown Representative's Police. It came into existence in 1939. This Police Force is being maintained for the safety of border States of India.

## ADVISORY BODIES

A description of some of the important advisory bodies functioning in this Ministry is given below :

### 1. *Central Secretariat Service Selection Board*

The main functions of this Board are :

- (a) To make recommendations for

selection and appointments to the posts specified below, having regard to the merits and claims of all available officers in the field of choice for any particular vacancy —

- (i) all 'included' posts of Grade II of the Central Secretariat Service;
- (ii) all 'excluded' posts of similar rank to which it is proposed to appoint officers of the Central Secretariat Service;
- (b) To consider postings and transfers of Grade III officers of the Central Secretariat Service;
- (c) To advise the Ministry of Home Affairs on other matters specifically referred to the Board by that Ministry in connection with the initial constitution and future maintenance of Grades II and III of the Central Secretariat Service;
- (d) To advise the Ministry of Home Affairs on any matters, specifically referred to the Board by that Ministry, in connection with the initial constitution and future maintenance of Grade IV of the Central Secretariat Service;
- (e) To consider postings and transfers of officers of Grade I of the Central Secretariat Stenographers' Service;
- (f) To advise the Ministry of Home Affairs on any matters specifically referred to the Board by that Ministry in connection with the initial constitution and future maintenance of Grades I to III of the Central Secretariat Stenographers' Service Scheme.

The Central Secretariat Service Selection Board has been set up in connection with the initial constitution and future maintenance of Grades II and III of the Central Secretariat Service. It consists of five members, including the Establishment Officer to the Government of India as an ex-officio member.

## 2. *Central Establishment Board*

The Board makes recommendations to the Government for selection of officers for the Secretariat posts of and above the rank of Under Secretary (except posts of Secretary) and for certain other non-Secretariat posts, after considering the merits and claims of all available officers in the field of choice for any particular vacancy. It advises the Ministry of Home Affairs in regard to the Scheme for staffing senior posts under the Government of India and in regard to the initial constitution and future maintenance of Grade I (Under Secretary) of the Central Secretariat Service. The Board is, however, not concerned with statutory appointments made by the President in the exercise of the powers vested in him by or under the Constitution, or appointments of Ambassadors, Heads of Indian Missions abroad and other high dignitaries which are under the aegis of the Ministry of External Affairs.

The Central Establishment Board set up by the Government of India has taken over, with certain modifications, the functions of the late Selection Board. It consists of five Members of whom two are chosen from the Secretariat of the Ministries primarily concerned with economic administration (i.e., Ministries of Finance, Commerce and Industry)

and the remaining three from the Secretariat of other Ministries. The Cabinet Secretary is the ex-officio Chairman of the Board. The Establishment Officer to the Government of India acts as its Secretary.

### 3. *Emergency Relief Organisation Central Advisory Committee*

The main functions of this Committee are:

- (a) To advise the Central Emergency Relief Organisation under the Minister for Home Affairs on all matters relating to emergency relief, particularly in ensuring the fullest co-ordination of all work connected therewith;
- (b) To arouse and sustain the interest of the public in emergency relief work and provide liaison between the people and the Government; and
- (c) To advise the Central Emergency Relief Organisation on the drafting of Central Plans and on the adequacy of State Emergency Relief Plans and any other specific problems as may be referred by it to the Committee.

The Secretary, Ministry of Home Affairs, is the Chairman of this Committee. It consists of one Official Member and 10 Non-Official Members. The Deputy Secretary in charge of Emergency Relief in the Home Ministry is the Member-Secretary of this Committee.

### 4. *Central Advisory Board for Tribal Welfare*

The Central Advisory Board for Tribal Welfare has been constituted in order to associate Members of Parliament and

other public workers, interested in the welfare of Scheduled Tribes, with matters pertaining to the development of tribal areas and the well-being of tribal people.

It consists of 24 Members, including 15 Members of Parliament, and all the members of the Board are to be nominated every year by the Minister for Home Affairs, who is the Chairman of the Board. In his absence, the Minister of State in the Ministry of Home Affairs presides over the Board.

The Board may generally advise the Government of India on all matters relating to the development of tribal areas and the welfare of tribal people and may, in particular, do so in regard to the following:

- (a) Assessment of the requirements of tribal people in the Scheduled and other Tribal areas;
- (b) Formulation of welfare schemes for those areas;
- (c) Review from time to time of the working of sanctioned schemes, and appraisal and evaluation of the benefits derived therefrom with a view to suggesting improvements or changes in the schemes, where necessary.

A Deputy Secretary in the Ministry of Home Affairs acts as the Secretary to the Board.

### 5. *Central Advisory Board for Harijan Welfare*

The Central Advisory Board for Harijan Welfare has been constituted in order to associate Members of Parliament and other public workers, interested in the welfare of Scheduled Castes, with matters

pertaining to the advancement of members of Scheduled Castes.

The Board consists of 30 members including Members of Parliament, of whom 20 are to be persons belonging to Scheduled Castes. All the members of the Board are to be nominated every year by the Minister for Home Affairs who is the Chairman of the Board. In his absence, the Minister of State in the Ministry of Home Affairs presides over the Board.

The Board generally advises the Government of India on all matters pertaining to Harijan welfare, and may, in particular, do so in regard to the following:

- (a) Assessment of the requirements of Harijans and formulation of welfare schemes for them;
- (b) Review from time to time of the working of sanctioned schemes and appraisal and evaluation of the benefits derived therefrom, with a view to suggesting improvements or changes in the schemes, where necessary.

A Deputy Secretary in the Ministry of Home Affairs acts as the Secretary to the Board.

6. *Advisory Committee in respect of the Union Territory of Delhi*

The Advisory Committee is consulted in regard to:

- (i) General questions of policy relating to the administration of the territory;
- (ii) All legislative proposals concerning the territory in regard to matters in the State List including proposals to extend any State Acts to the territory;

(iii) Such matters relating to the annual financial statement of the Union, in so far as it concerns the territory, and such other financial questions as may be specified in rules prescribed by the President;

(iv) Any other matter on which it may be considered necessary or desirable by the Minister for Home Affairs that the Advisory Committee should be consulted.

The Advisory Committee consists of:

- (i) All Members of Parliament representing Delhi;
- (ii) The Chief Commissioner of Delhi;
- (iii) The Vice-Chancellor of the University of Delhi;
- (iv) The President of the Delhi Municipal Committee; and
- (v) The Senior Vice-Presidents of the New Delhi Municipal Committee.

7. *Advisory Committee in respect of the Union Territory of Himachal Pradesh, associated with the Minister for Home Affairs*

The Advisory Committee is consulted in regard to:

- (i) General questions of policy relating to the administration of the territory;
- (ii) All legislative proposals concerning the territory in regard to matters in the State List, including proposals to extend any State Acts to the territory;
- (iii) Such matters relating to the annual financial statement of the Union, in so far as it concerns the territory, and such other

financial questions as may be specified in rules prescribed by the President;

- (iv) Any other matter on which it may be considered necessary or desirable by the Minister for Home Affairs that the Advisory Committee should be consulted.

The Advisory Committee consists of:

- (i) All Members of Parliament representing Himachal Pradesh;
- (ii) The Lt. Governor of Himachal Pradesh; and
- (iii) A representative of the Bhakra Control Board.

8. *Advisory Committee in respect of the Union Territory of Manipur, associated with the Minister for Home Affairs*

The Advisory Committee is consulted in regard to:

- (i) General questions of policy relating to the administration of the territory;
- (ii) All legislative proposals concerning the territory in regard to matters in the State List including proposals to extend any State Acts to the territory;
- (iii) Such matters relating to the annual financial statement of the Union, in so far as it concerns the territory, and such other financial questions as may be specified in rules prescribed by the President;
- (iv) Any other matter on which it may be considered necessary or desirable by the Minister for Home Affairs that the Advisory Committee should be consulted.

The Advisory Committee consists of:

- (i) All Members of Parliament representing Manipur;
- (ii) The Chief Commissioner of Manipur; and
- (iii) Members of the Council of Advisers associated with the Chief Commissioner of Manipur.

9. *Advisory Committee in respect of the Union Territory of Tripura, associated with the Minister for Home Affairs*

The Advisory Committee is consulted in regard to:

- (i) General questions of policy relating to the administration of the territory;
- (ii) All legislative proposals concerning the territory in regard to matters in the State List including proposals to extend any State Acts to the territory;
- (iii) Such matters relating to the annual financial statement of the Union, in so far as it concerns the territory, and such other financial questions as may be specified in rules prescribed by the President;
- (iv) Any other matter on which it may be considered necessary or desirable by the Minister for Home Affairs that the Advisory Committee should be consulted.

The Advisory Committee consists of:

- (i) All Members of Parliament representing Tripura;
- (ii) The Chief Commissioner of Tripura; and
- (iii) Members of the Council of Advisers associated with the Chief Commissioner of Tripura.

10. *Standing Fire Advisory Committee*

The Standing Fire Advisory Committee consists of 12 members and its main function is to examine the technical problems relating to fire services in the country which may arise from time to time.

11. *Design and Development Committee*

The Design and Development Committee consists of seven members and its main function is to draw out the specifications of fire fighting equipment for standardisation through the Indian Standards Institution, Delhi.

TOTAL STRENGTH OF STAFF

Secretariat	1,972
Attached Offices	2,101

Subordinate Offices	141
Others	391

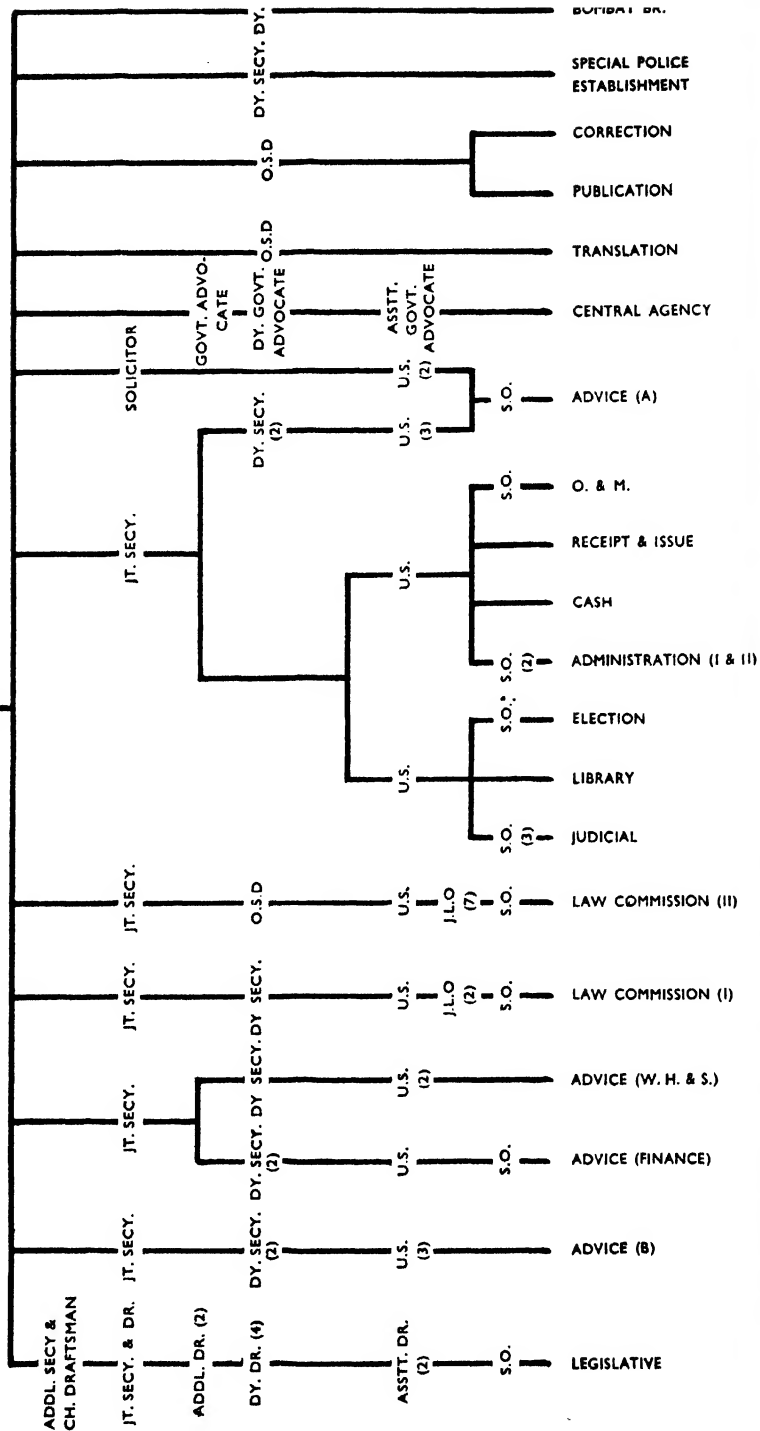
Some of the important publications brought out by the Ministry of Home Affairs are as follows:

1. *Central Civil Services (Conduct) Rules*, 1955
2. *The All India Services Act*, 1951
3. *The Indian Administrative Service (Recruitment) Rules*, 1954
4. *The Indian Police Service (Fixation of Cadre Strength) Regulations*, 1955
5. *Special Recruitment Board Report*
6. *Annual Administration Report of the Ministry*

Besides, a number of casual publications on a variety of matters like *Annual Reports of the Commissioner for Scheduled Castes and Scheduled Tribes* (Published every year), *Report of the Part 'B' States (Special Assistance) Enquiry Committee* (1953), *Report of States Re-organisation Commission* (in English and Hindi), etc., are published from time to time.

**AS ON 20-7-57**

**SECRETARY**



## CHAPTER VIII

# MINISTRY OF LAW

FROM 1726 the three Presidency Councils of Bengal, Bombay and Madras proceeded to make laws independently of each other within their jurisdiction. After the grant of the Diwani in 1765, by which the Company assumed the revenue administration in certain areas, courts and offices were set up for the disposal of judicial and revenue matters. In 1813, the powers of all the three Presidency Councils were expanded and subjected to greater control and scrutiny by the home authorities in London. For about another twenty years, the three Councils continued to make regulations and in so doing added to the complexity of the law system. The legal and judicial system at this time rested on different bodies of statute law, besides having to pay heed also to English Common law, and Hindu and Muslim personal laws. When the time came for renewing the Charter of the East India Company in 1833, the British Parliament carried out extensive changes regarding the Government and the territories under the control of the Company. With the enactment of the Charter Act of 1833, the East India Company ceased to function as a mercantile concern. Henceforth, the Governor-General was designated as the Governor-General of India, and the Act centralised the entire administration of

the Company in India. The Act also aimed at simplifying the legislative machinery. The Presidencies of Bombay and Madras were deprived of their powers of legislation and were left with the right of proposing to the Governor-General-in-Council projects of the laws which they deemed expedient. The Governor-General's Council was enlarged by the addition of a fourth member, and he was known as the Legislative Member. As a matter of fact, he was an extraordinary member and was not entitled to sit or vote except at the meetings for making laws and regulations. He was to be appointed by the Court of Directors subject to the confirmation of the Crown from among persons who were not employees of the Company. At this time, a Law Commission was also appointed, composed of the Legislative Member of the Governor-General's Council, one English Member and one Civil Servant of each of the three Presidencies.

In 1853, the Charter of the East India Company was again renewed. Important changes were effected by the passing of the Act of 1853, and the Council of the Governor-General was again remodelled. By this Act, the Law Member was made a full Member of the Governor-General's Council for all purposes. Although the Legislative Member was added to the Governor-General's Council as early as in 1833, it was only in February, 1869, that a separate Legislative Department was created. Until this time, the secretarial

*Minister for Law* — Ashok Kumar Sen — since April 17, 1957; *Secretary* — K. V. K. Sundaram, i.c.s. — since April 1, 1948; *Additional Secretary* — G. R. Rajagopal — since December 1, 1955.

assistance to the Legislative Member was provided by the Home Department. A branch in the Home Department which was known as the Legislative Branch was entrusted with this job. The duties allotted to the Legislative Branch were then as follows :

- (i) To prepare the drafts of Government Bills under the supervision of the Law Member of the Governor-General's Council.
- (ii) To draft or assist in drafting the Bills of the additional members.
- (iii) To attend the meetings of the Select Committees and to prepare the reports.
- (iv) To prepare the reports and proceedings of the Council for making laws and regulations.
- (v) To superintend the current work of the legislative office which chiefly consisted in keeping the

books and records of the Council and in printing and distributing Bills, Acts and Reports of the Council meetings.

With the creation of the Legislative Department, some of the additional duties imposed upon it were :

- (i) Correspondence with Local Governments and with the Government in Britain relating to Acts and Bills.
- (ii) Giving opinions on the legal questions involved in the cases submitted by other departments of the Government of India.

This Legislative Department functioned with more or less the same duties under the Member of the Governor-General's Executive Council till August, 1947, when it was re-designated as the Ministry of Law under the charge of a Cabinet Minister.

## II

### FUNCTIONS AND ORGANISATION

At present, the main functions of the Ministry of Law are :

- (i) To advise the Ministries and Departments of the Government of India on all legal matters.
- (ii) To draft Bills, Ordinances and Regulations and follow them up in all their stages up to their enactment or promulgation.
- (iii) To scrutinise statutory rules and orders from the legal and drafting points of view.
- (iv) To make arrangements for the publication of Central laws and other statutory rules and orders, as and when necessary or convenient.

As regards the legislative proposals sponsored by administrative Ministries, the functions of this Ministry are confined only to the drafting of the statutes on the lines indicated by the administrative Ministry concerned. Under the Rules of Business, the Law Ministry is, however, invariably consulted by the Ministries and Departments before action on any legislative proposal is taken. With the coming into force of the new Constitution, the subject " Elections to Parliament and State Legislatures " has been allotted to the Law Ministry, and all work connected with the powers and functions assigned to the Central Government in respect of elections under the

Constitution and the electoral law is transacted in this Ministry.

The Ministry consists of a Secretariat and two Subordinate Offices. There is no Attached Office functioning under this Ministry. The Ministry is headed by a Minister of State, who is assisted by a Deputy Minister.

#### SECRETARIAT

The Secretariat Staff consists of :

Secretary	1
Joint Secretaries	5

Deputy Secretaries	11
Officers on Special Duty	2
Under Secretaries	15
Section Officers	15

In addition to the division dealing with the house-keeping functions, the Secretariat of the Ministry is composed of the following divisions :

- (i) Advice Division
- (ii) Drafting Division
- (iii) Legislative Division
- (iv) Central Agency Division

Further, there is a separate Publication and Translation Section.

#### III

### SUBORDINATE OFFICES

A short description of the Subordinate Offices of the Ministry is given below :

#### 1. *Income-tax Appellate Tribunal*

The Income-tax Appellate Tribunal was set up under the Indian Income-tax Act, 1922. It has eight benches, each consisting of a judicial member and an accountant member. Two of these benches are located at Bombay, two at Madras and the other four at Allahabad, Calcutta, Delhi and Patna. The two benches at Bombay, and one each at Allahabad, Madras, Calcutta and Delhi are on a permanent footing, while the others are on a temporary basis. As a result of the federal financial integration from April 1, 1950, the Tribunal's jurisdiction now extends to the whole of India. Its jurisdiction also extends to the State of Jammu and Kashmir by the coming into force of the Taxation Laws Act, 1954.

#### 2. *East Punjab Special Tribunal*

This Tribunal is the only one now functioning of the Special Tribunals con-

stituted under the Criminal Law Amendment Ordinance, 1943, to try cases of bribery and corruption. It was converted into a one-member Tribunal from December, 1949. The District and Sessions Judge, Karnal, functions as the Member of the Tribunal in addition to his other duties.

#### TOTAL STRENGTH OF STAFF

Secretariat	468
Subordinate Offices	307
Others	8

Some of the important publications brought out by the Ministry of Law are as follows :

1. *Report on the First General Elections in India* 1951-52 — Vols. I and II
2. *Constitution of India*
3. *India Code* — Volumes I, II and III

Besides, a number of casual publications on a variety of matters like *Index to Unrepealed Central Acts, Orders under the Constitution, Summary of Legislation in India during 1950, etc.*, are published from time to time.

# MINISTRY OF COMMERCE AND INDUSTRY

A DEPARTMENT of Commerce and Industry was created in the Government of India in 1905, to deal with all matters relating to trade and commerce. The statutory body of the Railway Board which was constituted in the year 1905 for the administration of the railways in India was placed under this Department. Gradually, work connected with factories, the Petroleum and Explosives Acts, previously dealt with by the Home Department, were transferred to the Department of Commerce and Industry. It also took over from the Finance Department work relating to postal business, customs, statistics, printing and stationery and ports and shipping. Certain branches of the Public Works Department, namely, telegraphs and collieries were also transferred to this Department. When a scheme regarding the constitution of a special 'Customs Service' was approved by the Government of India during the latter part of 1905, the administration of the scheme also came directly under the control of this Department.

*Minister for Commerce & Industry* — Lal Bahadur Shastri — since March 28, 1958; *Minister of State for Commerce* — Nityanand Kanungo — since April 17, 1957; *Minister of State for Industry* — M. M. Shah — since April 17, 1957; *Dy. Minister for Commerce & Industry* — Satish Chandra — since April 17, 1957; *Secretary* — S. Ranganathan, I.C.S. — since May 20, 1957; *Special Secretary* — L. K. Jha, I.C.S. — since May 20, 1957.

With the progressive increase in the number of industries, a need was felt for the creation of a separate Department of Industries in order to promote both external and internal trade. Accordingly, in February, 1921, a new Department of Industries was created. However, the Department of Commerce continued to exist. After about two years, as a result of the recommendations made by the Inchcape Committee on the allocation and distribution of work in the Secretariat Departments, the Departments of Industries and Public Works were amalgamated in April, 1923, and a new Department of Industries and Labour was formed. This arrangement continued till 1937, when in November of the same year, the Department of Industries and Labour was bifurcated into two separate Departments: (i) Department of Communications, and (ii) Department of Labour. However, certain subjects pertaining to industries were retained by the Department of Labour and others were taken over by the Department of Commerce. Again in 1943, as a result of the exigencies of the Second World War, the Government of India constituted the Department of Industries and Civil Supplies. This Department functioned till 1946, when the Department of Supplies was amalgamated with it, and a new Department of Industries and Supplies was formed.

After independence, in August, 1947, the designations of both the Depart-

ments — the Department of Commerce and the Department of Industries and Supplies were changed to Ministries and these were placed under the charge of a Cabinet Minister. The Ministry of Commerce and Industry was formed in February, 1951, by the amalgamation of a portion of the earlier Ministry of Commerce with a portion of the Ministry of Industries and Supplies. The subject 'Supplies' was taken over by the Ministry of Works, Mines and Power (now Ministry of Works, Housing and Supply). In September, 1956, the Ministry of Commerce and Industry was split up into two separate Ministries:

- (i) Ministry of Commerce and Consumer Industries, and
- (ii) Ministry of Heavy Industries.

The former took over all the functions dealt with previously in the Commerce Division and the Consumer Industries Division of the Ministry of Commerce and Industry. Again, on April 17, 1957, as a result of the re-organisation in some of the Ministries of the Government of India, both these Ministries were merged together to form the Ministry of Commerce and Industry. The Ministry of Production was abolished as a result of

the re-organisation and the new Ministry of Commerce and Industry was charged with the responsibility of work connected with the following:

National Instruments Factory, Khadi and Village Industries Board, Handicrafts Board, Silk Board, Hindustan Cables, D.D.T. Factory, Penicillin Factory, Salt, Heavy Electrical Equipment Project, Hindustan Machine Tools, Fertilizers, etc.

The new Ministry of Commerce and Industry now consists of the following Departments:

- (a) Department of Commerce and Light Industries,
- (b) Department of Chemical and Pharmaceutical Industries, and
- (c) Department of Heavy Industries.

Although three separate Departments were created in order to rationalise the work among the various sections and branches, the three Departments are not functioning as separate units but as an integrated whole in a single Ministry. The nature of work that the Ministry of Commerce and Industry has to perform is of such an inter-linked nature that it is practically difficult to compartmentalise the functions.

## II

### FUNCTIONS AND ORGANISATION

The Ministry of Commerce and Industry is concerned with work connected with foreign trade, control over imports and exports and export promotion, negotiation of trade treaties, determination of tariffs, commercial representation in overseas countries and participation

in international trade fairs and exhibitions. As regards internal trade, the Ministry is responsible for the regulation of inter-State trade and commerce; trade marks, patents, standards, standardisation of products, forward markets and price control. Almost the entire field of

privately-owned industries and industries of the public sector, including Small Scale Industries and plantation industries, viz., those relating to tea, coffee, rubber etc., are under the charge of this Ministry. In addition, it is also responsible for helping producers to increase their output and for accelerating the pace of the industrial development of the country; at the same time, in the interest of the consumer, it has to exercise control over production, distribution and pricing of the essential commodities, e.g., chemicals and cement.

---

The Ministry of Commerce and Industry consists of a Secretariat, six Attached Offices and 41 Subordinate Offices. Further, the Ministry has under its control eighteen State undertakings, five Boards, a Commission, a Committee and a Semi-Government Organisation, viz., the Indian Standards Institution.

The Ministry is headed by a Cabinet Minister for Commerce and Industry,

who is assisted by a Minister of State for Industry, a Minister of State for Commerce and a Deputy Minister for Commerce and Industry.

#### SECRETARIAT

The Secretariat staff comprises of:

Secretary	1
Special Secretary	1
Joint Secretaries	7
Chief Industrial Adviser and ex-officio Joint Secretary	1
Development Commissioner (Small Scale Industries) and ex-officio Joint Secretary	1
Textile Commissioner and ex-officio Joint Secretary	1
Chairman (All India Handloom Board) and ex-officio Joint Secretary	1
Chairman (Tea Board)	1
Deputy Secretaries	14
Under Secretaries	35
Section Officers	105

The Ministry has seventy-one Sections and eleven special Sections.

### III

#### ATTACHED OFFICES

A short description of the Attached Offices of the Ministry of Commerce and Industry is given below :

##### 1. *Office of the Chief Controller of Imports and Exports, New Delhi*

This office, under the charge of a Chief Controller of Imports and Exports, is primarily responsible for the execution of the various policies of the Government of India in regard to imports and exports.

In order to serve the business community in different parts of the country, branch offices of this office are functioning in Amritsar, Bombay, Calcutta, Cochin, Madras, New Delhi, Pondicherry, Rajkot and Shillong.

##### 2. *Office of the Economic Adviser to the Government of India*

The Economic Adviser to the Government of India, assisted by his staff,

renders technical advice to the Ministry on all economic matters. He collects, studies and interprets various economic information having a bearing on India's foreign trade and commerce. He also compiles the official index numbers of prices in India, conducts investigations in respect of prices, effect of tariffs, employment situation, foreign trade and industrial production and advises the Ministry in all economic, commercial and industrial matters.

### 3. *Development Wing, New Delhi*

The Development Wing's main responsibility is to deal with the problems of planning and development of large and medium scale industries, with some exceptions like textile, sugar and vanaspati industries. The development of small scale industries, originally included within the sphere of activities of the Development Wing, was transferred to the Development Commissioner, Small Scale Industries. The Development Wing is the principal body of the Government of India in planning, regulating and maintaining statistical data for the industrial development of the country. Although the activities of this Wing are wide and varied, the major functions can be broadly classified as follows:

- (i) Planning the development of industries to secure a well balanced and properly co-ordinated pattern of industrial economy with a view to:
  - (a) secure increased production of those articles and commodities, the present production of which is insufficient to meet the country's demand,

- (b) diversify the production activities to meet the country's requirements in various sectors,
- (c) ensure improvement in quality and maximum economies in the cost of production,
- (d) arrange for the supply of technical know-how and foreign collaboration, where necessary, by taking advantage of the facilities offered by the Colombo Plan, the T.C.M., the Ford Foundation, etc.
- (ii) Scrutiny of applications, received under the Industries (Development and Regulation) Act, 1951, for establishing new industrial units or for substantial expansions of existing production units and following up of their progress to ensure effective implementation of development plans.
- (iii) Examination of sectors seeking financial and other forms of assistance such as (a) loans from the Government and Industrial Finance Corporation, (b) tariff protection, (c) regulation of import and export duties and quotas.
- (iv) Assistance to industries in the procurement of raw materials, constructional materials like steel and cement, capital goods, fuel and electric power, transport facilities, etc.
- (v) Making recommendations regarding:
  - (a) Formulation of half-yearly import and export policies,

- (b) Grant of licences for import of raw materials, capital goods, etc., to individual applicants,
  - (c) Allotment of pig-iron and steel to diverse industrial units,
  - (d) Training of technical personnel overseas, etc.
  - (vi) Issue of:
    - (a) Licences for the import and export of machine tools,
    - (b) Certificates of exemption from payment of customs duty on scientific equipment and appliances not manufactured in India.
  - (vii) Investigation and development of indigenous sources of supply of stores imported from abroad.
  - (viii) Collection and compilation of industrial data relating to installed capacity, actual production, employment position, stocks, prices, etc.
  - (ix) Technical assistance to other Ministries such as Steel, Mines and Fuel, Finance, Education, the Planning Commission, etc., and statutory bodies like the Tariff Commission, the Indian Standards Institution, the Council of Scientific and Industrial Research, etc., in matters relating to industrial development.
- in 1954. The main functions of the office of the Development Commissioner are:
- (i) To control and co-ordinate the activities of the Regional Small Scale Industries Service Institutes situated at New Delhi, Bombay, Madras and Calcutta.
  - (ii) To frame, formulate and implement programmes generally meant for the development of small scale industries of the country.
  - (iii) To maintain liaison with the National Small Industries Corporation Limited and the Ministry of Community Development and assist them in the preparation and implementation of the schemes for development of small scale industries in Community Project areas and National Extension Blocks.
  - (iv) To maintain liaison with the Directorates of Industries of the State Governments and to assist them in the preparation and execution of their schemes for development of Small Scale Industries.

The Development Commissioner is the head of this organisation. He is assisted by his staff.

The Development Wing is headed by a Chief Industrial Adviser, who is an ex-officio Joint Secretary to the Government of India. The Chief Industrial Adviser is assisted by various other staff.

#### 4. *Office of the Development Commissioner, Small Scale Industries, New Delhi*

The Office of the Development Commissioner, Small Scale Industries, was set up

#### 5. *Office of the Salt Commissioner, New Delhi*

The Salt Commissioner is primarily responsible for:

- (i) Quality control of salt,
- (ii) General development of the salt industry,
- (iii) Financing and running of Salt Research Stations and Model Farms,

- (iv) Administration of the Government salt factories and their improvement and expansion,
- (v) Realisation of cess,
- (vi) Arranging for distribution of salt, liaison with the State Governments, etc.,
- (vii) Bringing about consolidation and re-alignment of small units on scientific lines and giving technical advice to the manufacturers.
- (d) Publicity,
- (e) Establishment of a handicrafts museum,
- (f) Organisation of marketing conferences and marketing service,
- (g) Research in handicrafts industries, etc.

One of the principal activities of the Board is the promotion of marketing of handicraft products in India and abroad. These industries have special problems of marketing due to their scattered and diversified character and the fact that markets are found at distant places both in India and abroad. The resources of the artisans are not sufficient for financing the marketing of these products which is now largely in the hands of private traders. Various measures are being taken by the Board to promote the sales of these products and ensure fair price to the producers. Several Emporia have been organised by various State Governments with financial assistance from the Central Government. Grants are also given to these Emporia. Special credit facilities are granted by the Government to such Emporia against firm orders for exports up to a limit of Rs. 1 lakh for established organisations. To secure adequate publicity, the Board has been organising exhibitions of handicraft products in India and abroad. The Second Five Year Plan has allocated a sum of Rs. 9 crores for the development of handicrafts.

#### 6. *All-India Handicrafts Board*

The All-India Handicrafts Board was constituted in November, 1952. The function of the Board is generally to advise the Government of India as to the quantum of financial assistance (grant and loan) to be given to the various State Governments and recognised private institutions on the basis of specific schemes for improved technique, equipment, supply of raw material, enforcement of quality standard, training and research, publicity, promotion of sales, conducting of economic service. In addition to the schemes sponsored by the State Governments, the Board has itself directly undertaken various activities which are as follows:

- (a) Setting up of pilot centres for selected industries with a view to their revival,
- (b) Establishment of design centres,
- (c) Organisation and participation in exhibitions in India and abroad,

## IV

## SUBORDINATE OFFICES

A short description of the Subordinate Offices of the Ministry of Commerce and Industry is given below :

1-4. *Small Industries Service Institutes (New Delhi, Madras, Bombay and Calcutta)*

The major functions of the Small Industries Service Institutes are to act as Service agencies and to assist small industries in improving the technique of production and management, also to obtain credit and finance, to secure proper raw materials, to market their goods to the best possible advantage and to promote patterns of development calculated to make small scale industries ancillary to large scale industries by bringing about co-ordination of production programmes. Meetings are frequently held of the Directors of the Small Industries Service Institutes and also with the State Directors of Industries. The Regional Directors in their own regions are further assisted by an Advisory Board consisting of certain State Government officials in the region concerned and non-official members.

5 and 6. *Deputy Chief Controller of Imports and Exports (New Delhi and Cochin)*

These Deputy Chief Controllers of Imports and Exports assist the Chief Controller of Imports and Exports in the discharge of his functions.

7. *Office of the Textile Commissioner, Bombay*  
This office, headed by the Textile Commissioner, is mainly responsible for the

execution of Government's policies in respect of affording necessary assistance and for taking other steps for the betterment and development of the cotton, woollen and art silk industries. This office assists the textile industry in securing its supplies of machinery, chemicals and similar other items and also in the establishment and growth of indigenous textile machinery manufacturing industry and in providing transport facilities for the raw materials and finished products. The Textile Commissioner is further responsible for the administration of the Cotton Textile (Control) Order, and for the execution of the policies laid down by the Government of India in respect of control over raw cotton and cotton textiles. The Textile Commissioner is the Vice-Chairman of the Indian Textile Fund Committee.

8. *All India Handloom Board*

The All India Handloom Board was constituted in October, 1952, in order to advise Government generally on the problems of the handloom industry, to examine schemes for the improvement and development of the industry, and to make their recommendations for financial assistance for such schemes.

9-14. *Office of the Deputy Textile Commissioners (New Delhi, Calcutta, Indore, Bombay, Madras and Secunderabad)*

These Regional Offices assist the Textile Commissioner in the discharge of his duties and functions.

15. *Office of the Chairman, Tariff Commission, Bombay*

The Tariff Commission consists of a Chairman and four members. The Commission is a permanent statutory and quasi-judicial body and has wide powers. This Commission has been primarily created for the examination of all cases of protection to industry. It has been empowered to consider claims for protection not only from established industries as hitherto but also from industries which have not started production but which are likely to do so, if granted suitable protection. The Commission is also empowered to consider the question of the grant of protection to agricultural industries. The present Tariff Commission as provided for under the Tariff Commission Act, 1951, was established in January, 1952, as a replacement of the old Tariff Board. Tenure of membership of the Tariff Commission has been fixed at three years, although a member is eligible for re-appointment for a second term of three years. A member is not allowed to hold any appointment in any private industry or undertaking for a period of three years after ceasing to hold office, except with the consent of the Government of India. The Tariff Commission, unlike the previous Tariff Board, has been granted wide discretion both in regard to the general principles relating to the fixation of tariffs and the principles relating to the applications of protected industries. Another feature of the Tariff Commission in which there is a break from the past is that the Commission is free to decide the duration of protection according to the requirements of each industry.

16-18. *Office of the Joint Chief Controllers of Imports and Exports (Calcutta, Bombay and Madras)*

These Regional Offices assist the Chief Controller of Imports and Exports in the discharge of his duties.

19. *Office of the Registrar of Trade Marks, Bombay*

This office is headed by the Registrar of Trade Marks, who is assisted by various other staff. It is mainly responsible for:

- (a) Registration of trade marks after due scrutiny of the applications filed for registration.
- (b) Maintenance of a register of all the registered trade marks and recording all subsequent entries with regard to change in the proprietorship of trade marks, assignments, etc.
- (c) Rendering advice to the Government of India on all matters relating to trade marks in general.

20 and 21. *Trade Marks Registry (Branch) — (Calcutta and Bangalore)*

For the convenience of the public, two branches of the Registry are functioning — one at Calcutta and the other at Bangalore.

22. *Office of the Custodian of Enemy Property (Bombay)*

This organisation is primarily responsible for the administration and disposal of enemy assets and for the release of assets, which are due to be returned to persons and concerns in countries formerly occupied by the belligerent powers. The Custodian is now also concerned with the registration and processing of claims of

Indians in enemy and enemy-occupied territories.

**23. *Office of the Director-General, Commercial Intelligence and Statistics, Calcutta***

The Director-General, who is the head of the Office of Commercial Intelligence and Statistics, is responsible for the compilation and publication of trade and shipping statistics of various kinds, and for commercial intelligence work.

**24. *Office of the Controller of Patents and Designs, Calcutta***

The Office of the Controller of Patents and Designs, Calcutta, was established in January, 1912. Its main functions are :

- (a) To grant patents for inventions after examination of the applications for each patent;
- (b) To register industrial designs;
- (c) To issue an annual publication giving information regarding the patents granted; and
- (d) To advise the Government of India on technical matters relating to patents and designs.

**25. *Forward Markets Commission, Bombay***

This Commission was established in September, 1953. It functions under the administrative control of the Ministry of Commerce and Industry with a Chairman and two members. The main functions of this Commission are :

- (a) To advise the Central Government in respect of the recognition of or the withdrawal of recognition from any association or in respect of any other matters arising out of the administration of the Forward Markets Act.

(b) To keep Forward Markets under observation and to draw the attention of the Central Government or of any other specified authority to any development taking place in, or in relation to, such markets which, in the opinion of the Commission, is of sufficient importance to deserve the attention of the Government of India and to make recommendations thereon.

(c) To collect and, whenever the Commission thinks it necessary, publish information regarding the trading conditions in respect of goods to which any of the provisions of this Act is made applicable, including information regarding supply, demand and prices, and to submit to the Central Government periodical reports on the operation of this Act and on the working of Forward Markets relating to such goods.

(d) To make recommendations generally with a view to improving the organisation and working of Forward Markets.

(e) To undertake the inspection of the accounts and other documents of any recognised association whenever it considers it necessary.

(f) To perform such other duties and exercise such other powers as may be assigned to the Commission by or under this Act, or as may be prescribed.

**26. *Central Sericultural Research Station, West Bengal***

The Sericultural Research Station was established in 1943, at Berhampore in

Murshidabad District (West Bengal). It conducts experiment and research in the various branches of the sericulture industry. It has also a Sub-station at Kalim-

pong. The Station was made permanent in November, 1956, and a whole-time Director of Research was appointed in December of the same year.

## STATE UNDERTAKINGS

### 1-5. *National Small Industries Corporation (Private) Limited*

In accordance with the recommendations made by the Ford Foundation International Planning Team on Small Scale Industries, the Corporation came into existence as a Private Limited Company in February, 1955.

The primary functions of the Corporation as defined in the Memorandum of the Articles of Association are:

- (a) To accept contracts for Government orders and sub-contract them out to suitable small industrial units.
- (b) To provide small industrial units to whom such orders are sub-contracted with such loans and such technical assistance as are considered necessary for the purpose of fulfilling orders and manufacturing articles of the type and the standard required by large scale industrial units.
- (c) To effect coordination between large scale and small scale industries by similar methods in order to enable small scale industries to manufacture ancillaries, components and other articles required by large scale industrial units.

The functions of the Corporation, as at present, are:

- (i) Procurement of contracts—primary as well as sub-contracts—for execution by small industrial units.
- (ii) Supply of machinery on hire-purchase basis to small industrial units.
- (iii) Provision of marketing service for small scale industries products.
- (iv) Construction and management of industrial estates at Okhla (New Delhi) and Allahabad.

The Authorised Capital of the Corporation is Rs. 50 lakhs out of which Rs. 20 lakhs is the subscribed capital. There are eight Directors at present, out of whom six are officials and the remaining two are non-officials.

*Subsidiary Small Industries Corporations* In order to decentralise the work relating to hire-purchase of machinery, marketing, etc., which was being done by the Corporation at Delhi, the following four Subsidiary Corporations have been established, one each at Delhi, Bombay, Calcutta and Madras in February, 1957, with an authorised capital of Rs. 10 lakhs each:

- (1) National Small Industries Corporation, Delhi
- (2) National Small Industries Corporation, Bombay
- (3) National Small Industries Corporation, Calcutta

- (4) National Small Industries Corporation, Madras

6. *State Trading Corporation (Private) Limited*

The State Trading Corporation of India (Private) Limited was set up in May, 1956, as a private limited company under the Companies Act, 1956, with an authorised capital of Rs. 1 crore. The objectives of the Corporation as set forth in its Memorandum of Association are to "organise and effect exports from and imports into India of such goods and commodities as the Company from time to time may determine. . ." and "to do all such other things as are incidental or conducive to the attainment of the above object". The Corporation mainly seeks out opportunities to make its contribution towards the building up of the country's commerce with new markets and new sources of supply, providing facilities to augment exports, securing, wherever possible, improvement on terms of trade and economies in imports, and arranging, to the extent practicable, for import and distribution of certain essential raw materials at stable prices. The Corporation has a Board of Directors consisting of 8 members drawn from different Ministries of the Government of India. A Joint Secretary to the Government of India in the Ministry of Commerce and Industry is the Chairman of the Corporation. The Corporation is organised in seven Divisions, including Minerals Division, Cement Division, Business and Trade Division, Research and Statistics Division. It has its headquarters in Delhi and regional offices at Bombay, Calcutta and Madras and sub-regional offices at Visakhapatnam, Kandla, Nagpur and Cochin.

7. *National Industrial Development Corporation (Private) Limited*

The National Industrial Development Corporation was set up towards the close of 1954, as a Government-owned private limited company with an authorised capital of Rs. 1 crore, of which Rs. 10 lakhs have been subscribed. Its Board of Directors consists of officials and non-officials, all nominated by the Government of India, with the Minister for Commerce and Industry as the Chairman. The main functions of the Corporation are:

- (a) To formulate and, where necessary, execute the projects for setting up new industries.
- (b) To act as the agency of the Government for the grant of loans for the rehabilitation and modernisation of jute and cotton textile industries.

The Corporation has, with the help of foreign technical experts, prepared preliminary project reports for a number of new industrial units, including: (a) heavy foundry and forge unit, (b) a unit for the manufacture of intermediates for dye-stuff, (c) a new unit for introducing aluminium, (d) a unit for the production of synthetic rubber, and (e) a unit for the production of alloy and tool steels, etc. The Corporation is taking steps for the execution of such of these schemes as may be approved by Government. The finances required by the Corporation are provided by Government in the shape of grants and loans.

8. *National Instruments (Private) Limited*

The National Instruments (Private) Limited, is the successor to the Mathe-

matical Instruments Office which was originally established at Calcutta in the year 1830. The scope of the factory is to manufacture various scientific and precision instruments. A scheme for the re-organisation of the factory was taken up under the First Five Year Plan which included construction of new buildings for housing the factory at Jadavpur and installation of new machine tools. The new buildings are now complete excepting their air-conditioning and shifting is expected to be completed shortly.

In the Second Five-Year Plan period, new manufactures, such as, special types of microscopes, medical diagnostic instruments, clinical thermometers and spectacle lenses are to be undertaken. In addition, the factory has undertaken manufacture of 50 tons of Optical Glass and the manufacture of Ophthalmic Glass up to 250 tons per annum is also proposed to be undertaken during the Second Plan. For this, a team of Russian experts was invited, which submitted a report, which is under examination. It is expected that this project will cost Rs. 330 lakhs, to be met, if possible, with the Russian aid offered.

During 1956-57, the factory manufactured instruments valued at Rs. 23.03 lakhs approximately, as against Rs. 14.24 lakhs during the previous year. The sale for the year 1956-57 totalled Rs. 22.60 lakhs, as against Rs. 20.36 lakhs in 1955-56.

#### 9. *Hindustan Antibiotics (Private) Limited*

The Government of India's proposal to set up a State concern for the manufacture of penicillin received an offer of monetary

and technical assistance from the World Health Organization and the United Nations International Children's Emergency Fund. This offer was accepted by the Government of India and an agreement was concluded in July, 1951. The terms were that the Government of India would provide land for the proposed factory and other buildings and the services necessary for running the factory at a total estimated cost of about Rs. 1,30,20,300, while UNICEF would supply all the important equipment. The management of the Penicillin Factory was transferred to a limited company with the name of 'Hindustan Antibiotics Limited' from June, 1954. The Company is a wholly Government-owned enterprise with an authorised capital of Rs. 4 crores. All the essential buildings required for the factory were completed and the plant and machinery erected towards the end of 1954. Trial production of penicillin was taken up in March, 1955, while regular production started from August, 1955. The samples of penicillin produced at the factory were tested by the Food and Drug Administration, Washington, and the National Institute for Medical Research, London. The samples were found to be very satisfactory in respect of potency, purity and quality and were declared to be as good as penicillin manufactured elsewhere. In the initial stages, raw materials for the factory had to be imported from abroad. Now, attempts are being made to procure these materials from indigenous sources. In connection with the supply of raw materials, the factory is assisted by an up-to-date Antibiotics Research Centre.

### 10. *Hindustan Cables (Private) Limited*

The Factory has been planned to meet the requirements of the Posts and Telegraphs Department in respect of paper-insulated, lead-covered and armoured telephone cables which were met entirely from imports in the past.

Subsequent to placing the contracts for the building, plant and machinery, and after the factory had made fair progress, a private limited company was constituted under the Indian Companies Act to take over the management of the factory. The Company took over the assets and liabilities of the telephone cable factory with effect from the 10th November, 1952. The authorised capital of the company is Rs. 3 crores.

The Factory has been designed to produce about 470 miles of subscriber's cables of different specifications per annum, on a single shift basis. Regular production commenced from the 1st September, 1954, and the factory produced 525 miles of cables during 1955-56 and, against an estimated target of 555 miles of cables, it produced 592 miles of cables during 1956-57. The target for 1957-58 is set at 800 miles of cables. In addition, during the Second Five-Year Plan, the factory proposes to manufacture Coaxial Cables and for this a sum of Rs. 50 lakhs has been set apart for the expansion of the factory. The production during 1959-60 and 1960-61 is estimated at 300 miles of Coaxial Cables.

### 11. *Hindustan Machine Tools (Private) Limited, Jalahalli, Bangalore*

In recognition of the consideration that the machine tools industry occupies a central place in the industrialisation of a

country, a project for establishing the manufacture of precision types of machine tools in the country was approved by Government in 1949. An agreement of technical assistance and financial participation was accordingly concluded with the firm of Oerlikons, a Swiss firm of machine tool manufacturers with an international reputation, who were associated with the Defence Ministry in the construction and equipment of the Ambarnath Machine Tools Factory. The control and management of the Factory was transferred on the 1st March, 1953, to the Hindustan Machine Tools Ltd., a private limited company registered under the Companies Act, in which the Government of India and Messrs. Oerlikons were partners. A revised agreement has since been executed with the Swiss firm on the 1st March, 1957, by which the Oerlikons have ceased to have any financial interest in the Company but continue to act as purely technical consultants. The Company went into production in October, 1954. The authorised capital is Rs. 12 crores of which subscribed and paid-up capital are respectively four and 3.9 crores.

### 12. *Hindustan Insecticides (Private) Limited*

There are two D.D.T. Factories in the country — one at Delhi and the other at Alwaye (Kerala State). The management and control of both the D.D.T. factories have been entrusted to a Government sponsored private limited company, i.e., the Hindustan Insecticides (Private) Limited, New Delhi. The authorised capital of the Company is Rs. 1 crore. The D.D.T. Factory in Delhi was set up by the Government of India with the

assistance and technical collaboration of the UNICEF and UNTAA. The factory commenced trial production in March, 1955, and commercial production in April 1955. In order to meet the country's requirements of D.D.T. for the anti-malaria campaign, the Government of India has decided to double the capacity of the Delhi plant. The UNICEF agreed to allocate \$ 275,000 for the supply of additional plant and equipment including a formulating plant. The Factory at Alwaye will have an annual capacity of 1,400 tons of technical D.D.T.

13. *Sindri Fertilizers and Chemicals (Private) Limited*

The Sindri Fertilizers Factory was completed in 1951, at an estimated cost of about Rs. 23 crores. It went into production at the end of October, 1951. The Factory has been designed to produce 960 tons of ammonium sulphate per day ordinarily. Allowing for a certain number of days in the year for full or partial shut downs for maintenance, overhaul, etc., the annual capacity will be about 320,000 tons.

For the convenient administration of the Sindri Factory, a State-owned private limited company known as the Sindri Fertilizers and Chemicals (Private) Limited was registered under the Indian Companies Act in December, 1951, to whom the assets and liabilities of the Fertilizers Project were transferred in January, 1952. The authorised share capital of the Company is Rs. 30 crores of which Rs. 17 crores have been issued, subscribed and paid up. The Board of Directors consists of six officials and four non-officials including the Managing

Director who is the Chief Executive Officer of the Company working on the spot and who is primarily responsible to the Board of Directors.

14. *Nangal Fertilizers and Chemicals (Private) Limited*

The control and management of the Nangal Fertilizers Heavy Water Project was formally transferred to Messrs. Nangal Fertilizers and Chemicals (Private) Limited in April, 1956. This private limited company is managed by a Board of Directors, which has on it eight officials of the Government of India, including the Secretary, Department of Atomic Energy, and three well-known industrialists. The authorised capital of this Company is Rs. 30 crores. The preliminary project report submitted by three selected firms was scrutinised by a Committee of technical experts, and after a very careful consideration, the Vitro Engineering Division of New York have been engaged as Technical Consultants for the project. It has been decided to acquire a good piece of land on the right bank of the river Sutlej for the factory. The Fertilizer Factory, with its associated township, is scheduled to be completed in 1960, when power from the Bhakra Dam generators is expected to become available.

15. *Heavy Electricals (Private) Limited, Bhopal*

In accordance with the recommendations of the Heavy Electrical Equipment Project Enquiry Committee set up by the Government in 1954, it was decided to set up a Factory to manufacture heavy electrical equipment, such

as electrical generators, transformers, switchgear, turbines for River Valley Projects, traction equipment for railways, insulating materials, etc. A Technical Consultancy Agreement was entered into with Messrs. Associated Electrical Industries Ltd., London, in November, 1955, for the setting up of this Factory.

To execute the Project, a Private Limited Company, known as the Heavy Electricals (Private) Limited, wholly owned by the Central Government has been incorporated by the Government in August, 1956. The Company is managed by a Board of Directors consisting of ten Directors.

It has been decided to locate this Factory at Bhopal in Madhya Pradesh.

A provision of Rs. 20 crores has been made for this Project in the Second Five-Year Plan. In view of the deterioration in the foreign exchange position of the country and the overall financial stringency, it was decided to rephase the manufacturing programme by obtaining maximum possible output with the minimum possible foreign currency expenditure during the next 2 to 3 years and yet enable Government to proceed with the programme without radically altering the overall time schedule of the project. The Consultants have suggested the taking up of 4 items of manufacture, viz., transformers, switchgear, capacitors and control-gear with an outlay of Rs. 19.00 crores.

#### 16. *Nahan Foundry (Private) Limited*

The Nahan Foundry (Private) Limited was incorporated as a Private Limited Company on the 20th October, 1952.

It started functioning from the 1st January, 1953, by acquiring the Nahan Foundry at Nahan as a running concern with all its assets and liabilities. The Foundry was established over 75 years ago by the Maharaja of Sirmur. On the integration of the Sirmur State into Himachal Pradesh in 1948, a half of the share in the ownership of the foundry devolved on the Government of India. Subsequently, the Government purchased the other half share of the Maharaja as well. The Company is being managed by a Board of Directors consisting of eight officials and nine non-officials.

The Foundry is engaged in the manufacture of sugar-cane crushers, bullock-driven flour mills, chaff-cutters, corn-shellers, paddy threshers, gur-boiling pans and other agricultural implements. It has excellent arrangements for casting, moulding, chipping, machining, turning, etc., of ferrous as well as non-ferrous items. It had executed orders in the past for cast iron anchor plates and certain non-ferrous items for the Railways and is at present making C.I. saddles for the Posts and Telegraphs Department.

#### 17. *Export Risks Insurance Corporation (Private) Limited, Bombay*

This Corporation was set up by the Government of India on the 30th July, 1957, to provide protection to exporters against risks arising in export trade as a measure for stimulating the country's exports.

It has an authorised capital of Rs. 5 crores to be entirely subscribed by the Government of India. The subscribed capital is Rs. 2.5 crores.

The decision to set up this Corporation was taken by the Government of India on the recommendations of the Committee which was asked to consider the scope of a scheme of export credit guarantees for Indian Exporters. Its principal function is to insure risks involved in the export of goods from India, on credit basis, which are not covered normally by commercial insurers.

The Board of Directors consists of seven members.

#### 18. *Orissa Mining Corporation (Private) Limited*

The Orissa Mining Corporation (Private) Limited was set up in May, 1956, as a joint venture of the Government of India and the State Government of Orissa. The main object of the Company is to raise, assemble and transport iron and other minerals in Orissa for the purpose of sale or export or for undertaking of other responsibilities incidental or conducive to the attainment of the above objective.

### VI

## BOARDS

#### 1. *Indian Coffee Board*

The Indian Coffee Board was constituted under the Indian Coffee Market Expansion Act, 1942, which provided for the constitution of a Board consisting of an official Chairman, to be appointed by the Government of India and 33 other members representing various interests. The Act also provides for the levy of a customs and excise duty at a rate not exceeding Rs. 6 per cwt., as may be fixed by the Central Government. The Coffee Board, as reconstituted under the Act (the Coffee Act, 1942), came into existence in August, 1955, when the rules made thereunder were also brought into force. The marketing of the coffee is in the hands of the Coffee Board. All coffee grown in India, excepting limited quantities required for domestic consumption of growers and seedling purposes, has to be made over to the Board in accordance with the provisions of the Coffee Act.

#### 2. *Indian Tea Board*

The Tea Board administers the Tea Act, 1953, and is primarily concerned with measures for the development of tea industry in India, including the control of the cultivation and the export of tea from this country and propaganda, both inside and outside India, for increased consumption of tea. The Board is also responsible for the regulation and control of the sale of tea by auctions or otherwise, the registration and licensing of brokers and blenders and the quality control. The Board was reconstituted in India in 1954, and has replaced both the Central Tea Board and the Indian Tea Licensing Committee. In 1954, the Government of India constituted a Committee to examine the present system of the auctions and to recommend the steps to be taken for the progressive increase in the quantity of tea sold in India. The Committee had recommended that there should be a phased reduction in the quantity of tea

consigned for London auctions and that this quantity should not exceed 30 per cent of the crop for 1955-56 and 25 per cent of the crop for 1956-57. To deal with this sale of increasing quantity of tea in Indian auctions, the Committee also recommended that additional warehouses should be constructed in Calcutta. Recently, in collaboration with tea trade interests, Tea Councils have been set up in the U.S.A., Canada, West Germany, Eire and Holland. These Councils carry on propaganda for increased consumption of tea.

### 3. *Indian Rubber Board*

In order to ensure proper co-ordination between the Rubber Board and the Government of India and to invest the Board with powers to develop the rubber industry under Central control, the Rubber (Production and Marketing) Act, 1947, was amended. The new Act is known as the Rubber Act, 1947 (XXIV of 1947). The Rubber Act, 1947, and the rules framed thereunder were brought into force with effect from 1st August, 1955. The Board has been reconstituted under the new Act and is known as the Rubber Board and came into existence on the same day. To step up indigenous production and make the country self-sufficient, a scheme for replanting 70,000 acres with rubber has been sanctioned by Government and is already under implementation by the Rubber Board. 70,000 acres will be replanted within a period of 10 years at the rate of 7,000 acres a year. The scheme also provides for granting subsidy to growers in instalments.

### 4. *Coir Board*

The Coir Industry Act, 1953, was brought into force in February, 1954. The Act

provided for the setting up of a Coir Board and for the levy of a customs duty not exceeding Re. 1 per cwt. on all coir fibre, coir yarn and coir products exported from India. In pursuance of the Act, a Coir Board was established with its headquarters at Ernakulam in Kerala State.

### 5. *Central Silk Board*

The Central Silk Board was constituted as a Statutory Body in 1949, for the promotion and development of sericulture and silk industry. Since its inception, on the recommendations of the Board, the Central Government has sanctioned Rs. 59,36,718 as grant to the various State Governments for the development of sericulture. The main difficulties hindering the progress of the schemes are: (i) lack of technical personnel at the State level, and (ii) lean resources of the State Governments. In order to overcome the lack of technical personnel, the Central Silk Board has proposed the setting up of an All-India Training Institute for imparting training in sericulture and in different aspects of the silk industry. As regards resources of the State Governments, the Government of India have since liberalised the pattern of financial assistance to the State Governments. The Board has programmed for a comprehensive development scheme during the period of the Second Five Year Plan with a view to make the country self-sufficient in silk industry. The Second Five Year Plan has given a special role to the sericulture industry and allocated a provision of Rs. 5 crores, exclusive of working capital. The Board has drawn up several programmes for the improvement

of mulberry, the improvement of silkworm seed organisations, intensification of research, etc. Sanction has also been given for the establishment of a Central Foreign Race Seed Station at Srinagar in Jammu and Kashmir State at an estimated cost of Rs. 7.84 lakhs. Sanction has also been accorded for the establishment of a publicity branch in the Board's Secretariat. The Branch will be responsible for issue of brochures, pamphlets and other

informative notes connected with the silk industry. Imports and distribution of raw silk were entrusted to the Board from the licensing period, January-June, 1951. Imports through other channels are not permitted. From the licensing period, July-December 1956, imports are being made through the State Trading Corporation but distribution continues under the control of the Central Silk Board.

## VII

### COMMISSION

#### *All-India Khadi and Village Industries Commission*

Before 1957, the development of Khadi Industry was looked after by the All-India Khadi and Village Industries Board. From April, 1957, the All-India Khadi and Village Industries Board has been replaced by a statutory body called the All-India Khadi and Village Industries Commission. With the coming into being of the Commission, the Board as such has ceased to exist. The Commission is primarily responsible for preparing and organising programmes for the production and development of khadi and promoting village industries, including training of personnel, manufacture and supply of

equipment, supply of raw materials, marketing, research and study of economic problems of different village industries. The Commission is also functioning as a clearing house of information. Besides Khadi and Charkha, both traditional and Ambar Charkha, the other village industries and handmade products which fall within the purview of the Commission are :

Handmade Paper, Palm Gur, Village Oil Industry, Handpounding of rice, Cottage match, Soap-making with non-edible oils, Fibre Industries, Atta Chakkis, Bee-keeping, Pottery, Village leather industry, Gur and Khandsari Industry, Carpentry and Blacksmithy.

## VIII

### COMMITTEE

#### *Cotton Textile Fund Committee*

The Cotton Textile Fund Committee was constituted to administer the Cotton Textile Fund which was established under the Cotton Textile Funds Ordinance,

1944, for supervising the export of Indian cloth and yarn and for the development of technical education, research and other matters relating to the Cotton Textile Industries.

## IX

## SEMI-GOVERNMENT ORGANISATION

*Indian Standards Institution*

The Indian Standards Institution is a quasi-Government organisation. It was

set up in the year 1947 for drawing up standards to improve the quality of the products of Indian industries.

## ADVISORY BODIES

Some of the important Advisory Bodies functioning in the Ministry of Commerce and Industry are:

1. *Export Advisory Council*

The Export Advisory Council is composed of 20 non-official members representing Chambers of Commerce, Trade Associations, industrial interests and exporters. The Minister for Commerce and Industry is the Chairman of this Council.

The main functions of the Council are:

- (i) To act as a channel of communication between the Government of India and the exporting interests of the country so as to facilitate discussion of difficulties in regard to export of goods.
- (ii) To make recommendations regarding the best means of expanding the aggregate exports of staple commodities.
- (iii) To make recommendations regarding methods of expanding exports of products of Indian manufacturing industry and to promote interest among Indian manufacturers in the expansion of their sales overseas.

2. *Import Advisory Council*

The composition of the Import Advisory Council is also of the same type as that of the Export Advisory Council. Here also the Minister for Commerce and Industry is the Chairman. This Council was constituted in 1948, and is primarily responsible for advising the Government of India in all matters of general policy relating to import control.

3. *Small Scale Industries Board*

The Small Scale Industries Board was constituted on the 2nd November, 1954, in accordance with the recommendations of the Ford Foundation International Planning Team, to frame and recommend programmes generally for the development of Small Scale Industries in India. The Board was expanded later on so as to give adequate representation to the non-official element and to enable both large scale and small scale industries and other interests concerned to be represented on the Board. The Minister of State for Industries is the Chairman. There are nine Central Government officials, 16 State Government officials, and 22 non-officials and representatives of the Reserve Bank and the State Bank on the Board.

The first meeting of the Small Scale Industries Board was held on the 5th and 6th January, 1955 at New Delhi. In all the meetings, the Board made important recommendations for accelerating the pace of development of Small Scale Industries. The more important of them related to increase in the number of mobile workshops, liberalising the terms and conditions for supply of machinery to small industrial units, liberalisation of credit facilities, training of small industrialists in business management, and assistance to small units in Government's Stores Purchase Programme. Almost all these recommendations have been accepted by Government and steps have been taken to implement them.

#### 4. *Textiles Trade Marks Advisory Committee*

The Trade Marks Advisory Committee consists of 30 members and is consulted by the Registrar of Trade Marks in respect of any circumstance peculiar to the trade arising in connection with an application to register a trade mark in respect of textile goods.

#### 5. *Port Committees at Bombay, Calcutta and Madras*

These Committees advise the local Export Trade Controllers on all major problems connected with the export trade. They are considered as branches of the Export Advisory Council and are presided over by the official in charge of the Export Trade Control work at the port. Members of the Export Advisory Council residing at the place of the Committee and representatives of local commercial interests nominated by Government compose the

Committee. In addition, there is also an Export Advisory Committee at Amritsar.

#### 6. *Standing Metric Committee*

The Standing Metric Committee was constituted in June, 1955. A representative each of the Ministries of Commerce and Industry, Finance, Law, Defence, Food and Agriculture, Railways, Education and Scientific Research, Communications and the Planning Commission act as members. There is also a representative of the Indian Standards Institution in this Committee. The Minister for Commerce and Industry is the Chairman of the Committee.

This Committee advises the Government of India on the form of legislation for establishing the Metric System of Weights and Measures, phasing the changes to the new system, and generally on all matters connected with its adoption.

#### 7. *Development Councils*

Development Councils for the under-mentioned twelve industries have been set up in the Ministry:

1. Heavy Electricals Industry
2. Light Electricals Industry
3. Internal Combustion Engines and Power Driven Pumps
4. Machine Tools
5. Non-ferrous Metals
6. Bicycles
7. Heavy Chemicals (Acids and Fertilisers)
8. Heavy Chemicals (Alkalis)
9. Pharmaceuticals and Drugs
10. Woollen Textiles
11. Art Silk Textiles
12. Sugar

A short account of the working of these councils is given below:

(1) *Development Council for Heavy Electricals Industry*

This Council was reconstituted in February, 1957. The main functions of the Council are:

- (i) Provision of facilities for testing low voltage circuit breakers.
- (ii) Evolving a proper programme for training personnel required for electrical industries.
- (iii) Review of the targets fixed for the various industries coming within the purview of the Council.
- (iv) Standardisation of the various products manufactured by the Industry.
- (v) Better Marketing of the various types of electrical equipment and removal of difficulties.
- (vi) Study of certain problems of the electrical industry, e.g., shortage of aluminium, iron and steel, ballbearings and other raw materials.
- (vii) Difficulties in transporting raw materials and finished products.

The Council also formed a Sub-Committee to evolve standard conditions of supply contract.

(2) *Development Council for Light Electrical Industry*

This Council was reconstituted in February, 1957. The problems being dealt with by this Council are:

- (i) The question of inclusion of 'public address equipment' and 'amplifiers' within the scope of the Act.

(ii) Periodical review and revision of targets recommended for implementation under the Second Five-Year Plan.

(iii) Examination of the question of levying excise duty on storage batteries.

(iv) Drawback of duty on imported raw materials required for the manufacture of electrical goods meant for export.

(v) Revision of the targets of radio receivers, storage batteries and electric house-service meters.

(vi) Conservation of scrap battery-lead.

(vii) Question of training of radio and television technicians.

(viii) Detailed examination of suggestions received from manufacturers of light electrical items regarding augmentation of testing facilities in Government Test House, National Laboratories, etc.

This Council also appointed a Sub-Committee to examine the possibilities of manufacture of special types of batteries.

(3) *Development Council for Internal Combustion Engines and Power-driven Pumps*

This Council was reconstituted in March, 1957. The chief problems being considered by the Council are:

(i) Quality control of engines and supply of genuine spare parts.

(ii) Collection of statistics of imports, and classification of equipment into different ranges.

(iii) Possibility of importing pig iron for distribution to industries.

- (iv) Formulation of a uniform policy for newly recruited labour regarding their apprenticeship, wages, duration of apprenticeship, etc.
- (v) Review of the position of stationary engines both diesel and petrol.
- (vi) Consideration of an 'After Sales Service' Scheme for Engines and Pumps.
- (vii) Formation of a Users' Association which will be useful to all parties.
- (viii) Study of productivity and factory performance of engines and pumps.

(4) *Development Council for Machine Tools*  
The Council was constituted in January, 1957. Among the important problems being considered by the Council are:

- (i) Steps to achieve the production target up to the value of Rs. 10 crores by the Machine Tools Industry by 1960-61.
- (ii) Supply of raw materials for the machine tools factories.
- (iii) Establishment of shadow factories.
- (iv) Question of some of the main manufacturing units taking up the manufacture of certain types of special machine tools with a view to accelerating the development of the industry.
- (v) Statistical data regarding demand for machine tools of different types and sizes.
- (vi) Assessment of the current demand for various types of machine tools.

(5) *Development Council for Non-ferrous Metals and Alloys*

This Council was constituted in January, 1957. It has set up a sub-committee to

evolve realistic targets and demand figures in respect of Aluminium, Zinc, Lead, Copper and Brass flat products. The Council has also set up a sub-committee to examine the problem of collection of statistics and recommend appropriate measures.

(6) *Development Council for Bicycles*

This Council was reconstituted in February, 1956. It deals with the following problems:

- (i) Price reduction of indigenous cycles.
- (ii) Shortage of tyres and tubes.
- (iii) Target of production for 1956.
- (iv) Question of classification of bicycle chains, reservation of certain cycle parts and accessories for Small Scale Industry and augmenting the capacity for manufacture of some difficult parts of bicycles in the large scale sector.

This Council also appointed two sub-committees to examine the specifications of steel required in the Bicycle Industry and to work out a procedure to ensure close liaison with the Engineering Export Promotion Council.

(7) *Development Council for Heavy Chemicals (Acids and Fertilisers)*

This Council was reconstituted in March, 1957. Among the important problems being considered by this Council are:

- (i) Manufacture of phosphorus by electro-thermal process and its conversion into Triple Super-phosphate.
- (ii) Popularising Dicalcium Phosphate as a fertiliser.

- (iii) Proving deposits of pyrites.
- (iv) Supply of ammonia to industrial users.
- (v) Relaxation of rules regarding movement of sulphur.
- (vi) Replacement of coal by fuel oil, with a view to reducing load on Railways.
- (vii) Norms of efficiency.
- (viii) Training schemes for technicians.
- (ix) Provision of tank wagons for transport of sulphuric acid.

(8) *Development Council for Heavy Chemicals (Alkalis)*

This Council was reconstituted in March, 1957. Among the special problems being dealt with by the Council are:

- (i) Transport requirements of the Soda Ash and Caustic Soda industries.
- (ii) Requirements of tank wagons for Caustic Soda, Hydrochloric Acid and Liquid Chlorine.
- (iii) Cost of electricity charged to various manufacturers.
- (iv) Requirements of imported stores of special nature to the Alkali industry.
- (v) Requirements of graphite and availability of Spent Graphite.
- (vi) Production efficiency of the Electrolytic Caustic Soda Industry.
- (vii) Progress of new units licensed under the Industries Act.
- (viii) Forecast of production for 1957 for important heavy chemicals (Alkalis)—Soda Ash and Caustic Soda.
- (ix) Question of manufacture of various chlorine chemicals; distribution and price fixation of

liquid chlorine to consuming industries.

- (x) A survey of the industrial potentialities of the Koyna valley.

(9) *Development Council for Pharmaceuticals and Drugs*

This Council was reconstituted in February, 1957. Among the important problems being considered by the Council are:

- (i) Expansion of the shark liver oil industry.
- (ii) Investigation into certain complaints regarding the abuse of patent rights for Sulpha Drugs.
- (iii) Discussion with the team of Soviet Experts on the question of surveying the scope for the development of the Drug Industry, the targets for essential drugs and plans for their production.
- (iv) Examination of the proposals made by the various associations for the improvement of the system of distribution of drugs.
- (v) Question of establishment of slaughter houses on modern lines.
- (vi) Fuller utilisation of the installed capacity in the industry.
- (vii) Measures for reducing the incidence on the price of drugs due to sales promotion and advertisement.

The Council has appointed a sub-committee to prepare a note on reclassification of drugs and medicines for determining priority in freight rates and transport by rail.

(10) *Development Council for Woollen Textiles*  
With a view to fostering the wool industry in the country, the following additional

functions have been assigned to this Council:

- (a) Promoting or undertaking inquiry as regards materials and equipment, methods of production, management and utilisation of labour, including the discovery and development of new materials, equipment and methods and improvements in those already in use, assessment of the advantages of different alternatives and the conducting of experimental establishments and of tests on a commercial scale, and
- (b) Advising on any matters relating to the industry (other than remuneration and conditions of employment), in respect of which the Central Government may request the Development Council to render advice and undertake inquiries for the purpose of enabling the Development Council to discharge its advisory functions.

This Council is also considering the following matters:

- (i) The desirability of reducing the wool content from 40 per cent to 25 per cent in the woollen fabrics manufactured in the country.
- (ii) The feasibility of allowing the Indian personnel to participate in the wool terminal Market in London.
- (iii) Holding of wool auctions in India for the indigenous wool.
- (iv) Export Credit Guarantee Scheme for the Woollen Industry.

- (v) Progress made in the development of the Combing Industry in the country.

(11) *Development Council for Art Silk Textiles*

The Council is considering the following matters:

- (i) Sale of rayon yarn at fixed prices and regulation of the import quota.
- (ii) Technical advice to small scale factories.
- (iii) Submission of production returns by rayon manufacturing concerns.
- (iv) Fixation of rayon yarn target at a suitable level.
- (v) Import of ready-made garments and its impact on the industry.

(12) *Development Council for Sugar*

This Council was reconstituted in July, 1956. The subjects being dealt with by the Council are:

- (i) Fixation of target of production of white sugar under the Second Five-Year Plan.
- (ii) Preparation of a development programme for the sugar industry for the Second Five-Year Plan.
- (iii) Examination of cases of unsuitably located factories which desired facilities for rehabilitation at the existing sites or for shifting to new sites.
- (iv) Encouraging the employment of properly qualified technical personnel in sugar factories.
- (v) Drawing up a standard contract form for sale and purchase of sugar.

(vi) Preparation of an Annual Plan for the Sugar Industry for 1957-58.	TOTAL STRENGTH OF STAFF Secretariat 1,393
(vii) Question of disposal of surplus stocks of sugar.	
(viii) Desirability of limiting the production of sugar to fine grain sizes with a view to modernising production and eliminating waste.	Some of the important publications of the Ministry of Commerce and Industry are : 1. <i>Annual Administration Report</i> 2. <i>The Journal of Industry and Trade and Udyog Vyapar Patrika</i> (Monthly Publication) 3. <i>Annual Reports</i> of the Indian Government Trade Representatives abroad
(ix) Resumption of forward trading in sugar.	

Besides, the Ministry publishes from time to time various publications of trade interest.

## CHAPTER X

# MINISTRY OF STEEL, MINES AND FUEL

WITH THE formation of the new Central Cabinet on April 17, 1957, some of the Ministries of the Government of India were reorganised and a new Ministry of Steel, Mines and Fuel was set up. Previously, work relating to iron and steel projects in the public sector was looked after by a separate Ministry of Iron and Steel, which became a Department in the new Ministry. The work relating to 'Natural Resources', which included 'Mines', was looked after by the Ministry of Natural Resources and Scientific Research. As a result of the abolition of the Ministry of Natural Resources and Scientific Research, the portion 'Natural Resources' was merged

with the new Ministry of Steel, Mines and Fuel, and the portion 'Scientific Research' was merged with the new Ministry of Education and Scientific Research. The work relating to 'oil and petroleum products' was transferred from the Ministries of Works, Housing and Supply, and Production, to the new Ministry of Steel, Mines and Fuel. The Ministry of Steel, Mines and Fuel now consists of the following Departments:

- A. Department of Iron and Steel,
- B. Department of Mines and Fuel.

The Ministry is headed by a Cabinet Minister, who is assisted by a Minister of State for Mines and Oil.

## A

### DEPARTMENT OF IRON AND STEEL

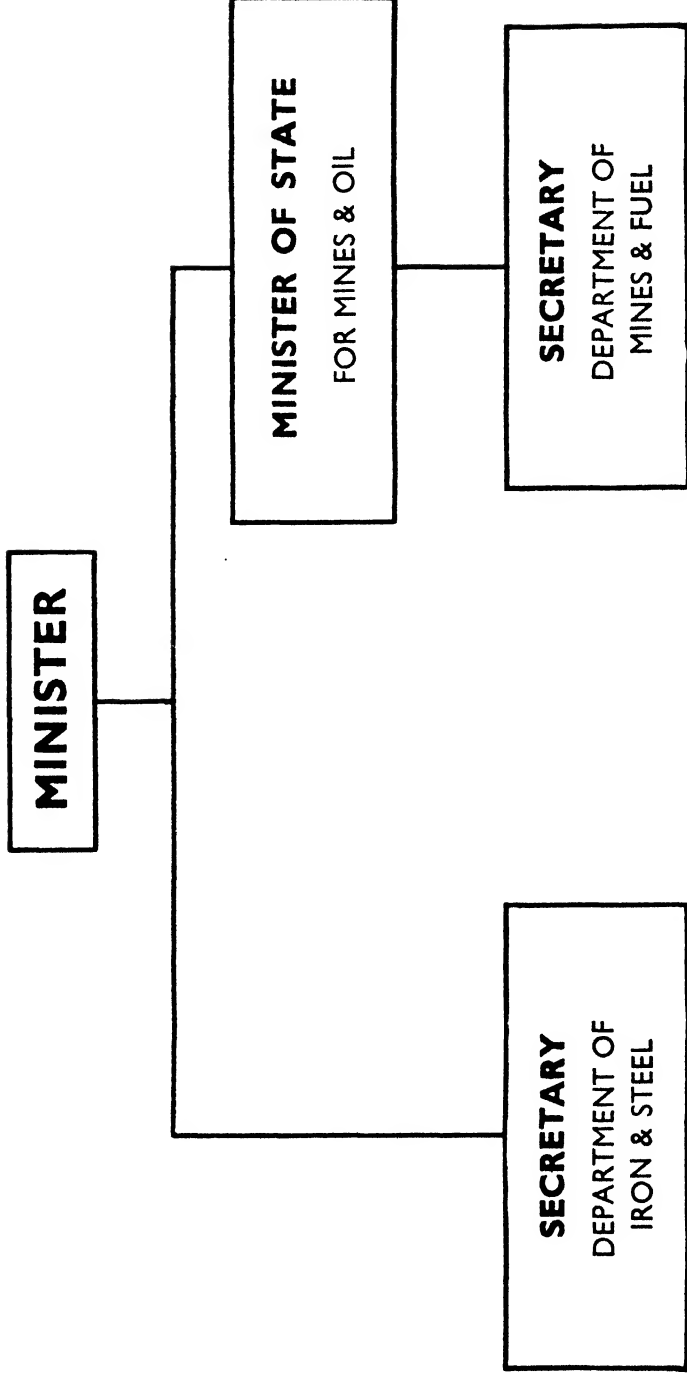
Iron and Steel being the basic materials for the industrialisation of the country, the Government of India constituted a separate Department of Iron and Steel in May, 1955, to deal exclusively with iron and steel projects of the Government. The Ministry actually started functioning

some time in June, 1955. With the constitution of a new Council of Ministers on April 17, 1957, the Ministry of Iron and Steel was abolished and the work, which was previously being transacted in this Ministry was transferred to the Department of Iron and Steel in the new Ministry of Steel, Mines and Fuel. This Department is, in addition, responsible for the two steel works in the private sector, namely, the Tata Iron and Steel Company and the Indian Iron and Steel Company as well as for the production and distribution of iron and steel in the country.

---

*Minister for Steel, Mines and Fuel*—Sardar Swaran Singh—since April 17, 1957; *Minister for Mines and Oil*—K. D. Malaviya—since April 17, 1957; *Secretaries*—S. Boothalingam, I.C.S. (Department of Steel)—since May 20, 1954;—S. S. Khera, I.C.S. (Department of Mines and Fuel)—since April 17, 1957.

# MINISTRY OF STEEL, MINES & FUEL



## II

## FUNCTIONS AND ORGANISATION

*Steel Plants in the Public Sector*

- (i) Rourkela Steel Project,
- (ii) Bhilai Steel Project, and
- (iii) Durgapur Steel Project.

*(i) Rourkela Steel Project*

In December, 1953, the Government of India entered into an agreement with two well-known German firms — Krupp and Demag — for the establishment of a steel plant of 500,000 tons ingot capacity. A Company with an authorised capital of Rs. 100 crores — Hindustan Steel (Private) Limited — was formed to implement the project. The German firms were to invest in the share capital of the Company in proportion to the volume of orders placed on them, subject to a total of the equivalent of \$ 20 million. A detailed project report was submitted by the German firms in January, 1955. Meanwhile, it was decided to increase the capacity of the plant to one million tons of ingots. A supplementary agreement to cover this was signed in July, 1955. A revised project report for the enlarged plant was received in November, 1955.

Rourkela is a small village — 257 miles from Calcutta, on the main railway line between Calcutta and Bombay. Iron ore for the plant in this area is to be drawn from the deposits at Barsud, about 50 miles away. Coal is to be obtained largely from the Bokaro and Kargali fields and partly from Jharia. Limestone will come from the nearby deposits at Hathibari or Birmitrapur. The multi-purpose dam

at Hirakud over the river Mahanadi is expected to supply about 40,000 to 60,000 kW of power. The balance of the demand for electric power is to be met by a big thermal station of approximately 75,000 kW which is being set up at the site. The outstanding feature of the Plant would be on the model of the Linzer-Dusen-Stahl oxygen blowing type which was developed in Austria. This process is expected to have the advantage of lower capital and operating costs, higher rate of production and saving in space and ancillary equipment. A fertilizer project, as an adjunct to the steel works, is also proposed.

*(ii) Bhilai Steel Project*

The Government of India entered into an agreement with the Government of Soviet Russia in February, 1955, for an integrated iron and steel plant of one million tons ingot capacity. The detailed project report, which was received in December, 1955, was accepted with certain modifications in March, 1956. The plant, in the initial stage, is expected to produce one million tons of ingots. There is, however, room in the lay-out for ultimate expansion to 2.5 million tons. Contracts were concluded with the Government of the U.S.S.R., in April, 1956, for the supply of the main plant and equipment worth Rs. 55 crores and structural steel-work worth Rs. 8 crores. Both these supplies would be on credit, repayable in twelve equal annual instalments plus interest at 2½%. In addition to

this, the Government of the U.S.S.R. has agreed to supply, on ordinary commercial terms, such of those stores like refractories, cranes, as cannot be obtained in time in India. Under the agreement of February, 1955, the Government of India is responsible for the construction at site and erection of equipment. The Government of the U.S.S.R., is to provide a Soviet Chief Engineer and a number of other experts to assist the Government of India in these works.

Bhilai is 156 miles from Nagpur on the main Bombay-Calcutta line. Iron ore for the plant in this area is to be obtained from the Daki Rajahra Pahar deposits, about 60 miles away. Coal to be used at this plant would be a blend of metallurgical coal from Bokaro-Kargali fields and Jharia fields and the otherwise non-coking coal of Korba. Limestone is to be taken from the vicinity of the Plant. Water would be supplied by the Tanoula Canal. The main power would come from the thermal station at Korba, about 100 miles away.

### (iii) *Durgapur Steel Project*

Following the recommendations of the technical mission from the United Kingdom, the Government of India decided, under the Colombo Plan, to locate a steel plant of one million tons ingot capacity in Durgapur. After negotiations, a contract was concluded with the consortium of leading British Steel and other allied manufacturers — the Indian Steel Works Construction Company — in October, 1956. The plant at Durgapur would be capable of producing 1·3 million tons of ingots. There is room in the lay-out for ultimate expansion to 2·5

million tons. To meet the foreign exchange element of the cost, which is estimated at a little over Rs. 85 crores, the Government of the United Kingdom has offered a loan of £15 million. In addition, a Syndicate of British Banks will lend £11·5 million.

This plant will be in Durgapur — 110 miles from Calcutta, on the main railway line between Calcutta and Delhi. Iron ore for this plant will come from the well-known deposits at Gua which also supply TISCO and IISCO. Water would be taken from the Damodar river which flows alongside the site. The main supply of electric power is to come from a big thermal station, which is to be erected close to the steel works. This contract with a single agency for the entire work is expected to help in the speedy execution of the project and thereby save time.

### *Steel Plants in the Private Sector*

The Department is concerned with the two plants in the private sector, namely, the Tata Iron and Steel Company, the Indian Iron and Steel Company and also the Mysore Iron and Steel Works at Bhadravati.

In the private sector, the greatest expansion will be that of the Tata Iron and Steel Company. Besides considerable modernization of their existing plants, a new section would be added increasing the output to a total of two million tons of ingot steel or 1·5 million tons of rolled products. The Government of India is assisting the programme by an advance of Rs. 10 crores and by guaranteeing two loans from the International Bank of Reconstruction and Development,

totalling to \$107.5 million. For the second phase of the programme which aims at increasing their productive capacity to 1.5 million tons of rolled produce, Tatas have entered into an agreement with Henry J. Kaiser & Company of the United States of America for technical assistance.

The expansion plan of the Indian Iron and Steel Company is also being executed in two stages, raising the capacity to a total of 800,000 tons of suitable steel per year. This expansion is estimated to cost about Rs. 35 crores. The Government of India is assisting this expansion financially by two advances, one of Rs. 7.9 crores and the second of Rs. 10 crores (from the equalisation fund). In addition, IISCO has secured two loans of \$51.5 millions from the World Bank, which has been guaranteed by the Government of India.

There is a programme of expansion suggested for the third existing steel works — the Mysore Iron and Steel Works. Its management continues with the Government of Mysore, which owns the steel works. The Mysore State Government is, however, conducting the formation of a Company to take over the management of the steel works.

The Department is headed by a Cabinet Minister.

#### SECRETARIAT

The Secretariat staff consists of:

Secretary	1
Deputy Secretaries	2
Under Secretaries	3
Officer on Special Duty	1
Section Officers	13

The Secretariat of the Department of Iron and Steel is comparatively a small one with the minimum number of officers possible. In Civil Engineering matters, the Department is assisted by a Civil Engineering Adviser, who has other technical staff under him. In Electrical matters, the Department is assisted by an Electrical Adviser. Matters concerning lay-out, selection of plant and equipment, construction and erection, as also general questions, are referred to the firm of Consulting Engineers, who were appointed at the end of 1955. A senior technical representative of the firm is stationed in Delhi to give day-to-day advice to the Department.

The work of the Department is distributed among thirteen sections, each under a Section Officer. The nature of work which the new Department has to undertake demands a somewhat special type of organisation. Here, there is likely to be little need or occasion to search for precedents in the remote past or to examine past records at length. On the other hand, there is the need for Junior Officers, who should do original work and specialise in a small region of subjects. In the present set-up of this Department, this task has been assigned to the Section Officers. Ordinarily, a Section Officer in the Secretariat puts most of his energy to the supervisory aspect of his job, ignoring the need for original work and responsibility. In this Department, however, most of the Sections are organised with one Section Officer, one Assistant, one Lower Division Clerk and the Section Officer is encouraged to act as a Junior Officer. This is, indeed, a new experiment in the organisation of the Secretariat

work and has so far been fairly successful. Only three Sections, namely, the Establishment, the Administration (Budget, Cash, and O & M,) and the Recruitment have been organised as conventional Secretariat Sections.

## III

## ATTACHED OFFICE

*Iron and Steel Controller, Calcutta*

The main functions of the Iron and Steel Controller are to secure proper control over the production, distribution and prices of iron and steel and scrap, and the proper working of the licensing and rationing systems introduced under the Iron and Steel (Control of Production and Distribution) Order, 1941, and the Iron and Steel (Scrap Control) Order,

1943. Issue of licences for commercial imports of iron and steel and for purchases from abroad on Government account, issue of licences for exports of controlled categories of iron and steel and the disposal of steel declared surplus is also undertaken by this Organisation. The Iron and Steel Controller was formerly attached to the Ministry of Commerce and Industry.

## IV

## SUBORDINATE OFFICES

1. *Deputy Controllers of Iron and Steel, Bombay and Madras*

These are regional offices of the Department to assist the Iron and Steel Controller of India in the discharge of his duties.

2. *Hindustan Steel (Private) Limited*

The Hindustan Steel (Private) Limited was formed towards the end of 1953, to construct and manage the Rourkela steel plant. Under the agreement with the German Combine of Krupp and Demag, the Company was to have a share capital of Rs. 100 crores towards which the German firms were to contribute a sum not exceeding Rs. 9.5 crores. The German investment was to be related to the volume of orders placed in Ger-

many. During discussions on the price for plant and equipment, it appeared that German investment meant, in effect, borrowing foreign capital at a high rate of interest. At that time it was considered unnecessary to have German investment at this high rate of interest and it was decided to relieve the Combine of the obligation to invest. Consequently, the representation of the Combine on the Board of Directors was also dispensed with.

By March, 1957, the preparatory work on the Bhilai and Durgapur projects, which were until then under the direct control of the Ministry of Iron and Steel, was completed. The Government of India considered that it would be advantageous if all the three steel plants were thereafter

brought under a unified Company management. It was accordingly decided that the Bhilai and Durgapur projects should be transferred to the Hindustan Steel (Private) Limited as from April 1, 1957.

Each of the projects is under a General Manager who is also a Director of the Company. The General Manager is assisted by a Financial Adviser and Chief Accountant, a Chief Engineer, various administrative and technical officers and staff.

## B

### DEPARTMENT OF MINES AND FUEL

With the constitution of a new Department of Mines and Fuel in the Ministry of Steel, Mines and Fuel, the following offices and organisations were taken over by the newly created Department:

- |  |  |
|--|--|
| (i) Geological Survey of India                               | } Previously with the Ministry of Natural Resources and Scientific Research. |
| (ii) Indian Bureau of Mines                                  |  |
| (iii) Oil and Natural Gas Commission                         |  |
| (iv) Office of the Coal Contoller                            |  |
| (v) Coal Board (Statutory Body)                              | } Previously with the Ministry Production.                                   |
| (vi) National Coal Development Corporation (Private) Limited |  |
| (vii) Neyveli Lignite Corporation (Pvt.) Limited             |  |

The Petroleum Division, which was previously attached to the Ministry of Works, Housing and Supply, was functioning as one of its Attached Offices. With the re-organisation in some of the Ministries of the Government of India in April, 1957, the Petroleum Division was transferred to the Department of Mines and Fuel and it has since been merged with the Secretariat of the Department. The main responsibility of the Petroleum Division was to function as the co-ordinating and executive authority in India for all users of petroleum. It also dealt with all policy questions concerning the supply, storage, distribution, price fixation, etc., and advised the Government of India on all petroleum matters. These functions will now be carried out by the Department of Mines and Fuel.

## II

### FUNCTIONS AND ORGANISATION

The Department of Mines and Fuel is responsible for the following subjects:

- (i) Mines and Minerals (including the Indian Bureau of Mines,

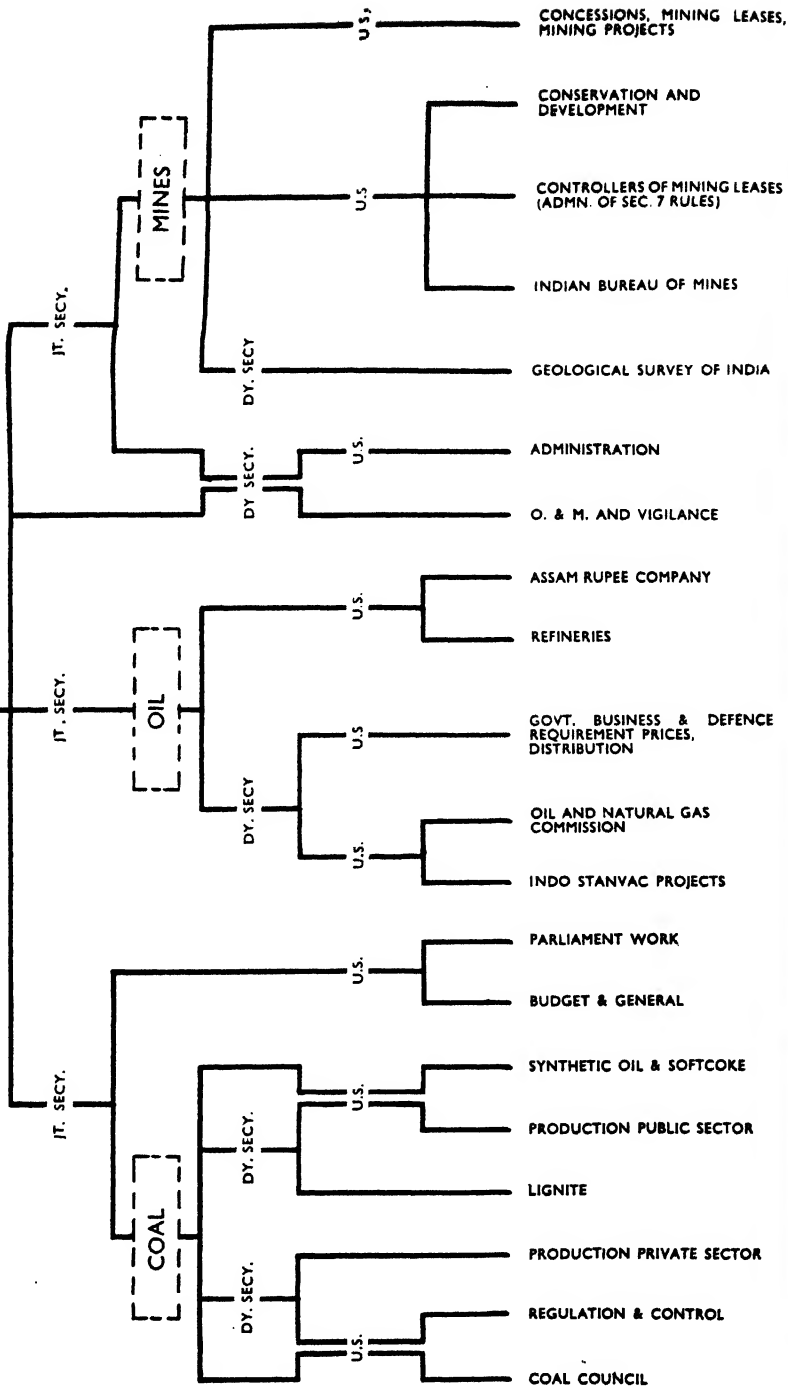
special mining Projects, and the Geological Survey of India),

- (ii) Fuels, including Coal, Lignite, Oil and Natural Gas (including ex-

# DEPARTMENT OF MINES & FUEL

AS ON 15-7-57

**SECRETARY**



ploration, drilling, existing and future Refineries, distribution and pricing).

(i) *Mines and Minerals*

In view of the shift in emphasis in the Second Five-Year Plan to industrial development, considerable expansion in personnel and laboratory facilities is taking place in the organisations on which mineral development largely depends, i.e., the Indian Bureau of Mines and the Geological Survey of India. The Bureau of Mines is undertaking detailed prospecting of coal as a preliminary step towards raising the production to the level planned. It has undertaken prospecting of certain iron ore bearing areas for feeding the new steel plants. It is also engaged in investigating the potentialities of the diamond bearing areas in Panna, the lead-zinc areas of Zawar and the copper deposits at Daribo and Sikkim. Prospecting and development of iron pyrites with a view to establish Sulphuric Acid Plants is also being undertaken. The Geological Survey of India is undertaking preparation of the geological map of the country; exploration of mineral wealth; detailed mapping and preliminary prospecting in order to assess the qualities and quantities of minerals available and for finding out areas worth exploitation as commercial propositions; study of dam-sites and groundwater resources; petrographical determination of minerals, ores, rocks, etc.; geophysical prospecting for groundwater and mineral deposits. The Geological Survey of India also renders help and geological advice to organisations like the Damodar Valley Corporation; the Central Water and

Power Commission; the Public Works Departments; the State Railways; the Defence Services and local authorities in connection with the various projects being undertaken by them in the Five-Year Plans.

Apart from the work connected with the organisations mentioned above, this Department also deals with the administration of the Mines and Minerals (Regulation and Development) Act, 1949 and the rules made thereunder. These consist of determination of policies in relation to mineral investigations and exploitation of minerals in the Private and the Public sectors, administration of the Mineral Concession Rules, including review of Mineral Concessions granted by the State Governments, determination of royalties, modification of old leases with a view to achieving uniformity and conservation and development of minerals achieved by the process of inspections conducted through the Indian Bureau of Mines.

(ii) *Coal, Lignite, Oil and Gas*

Coal Matters relating to the production, distribution and prices of coal are administered by this Department. The Government of India appointed a Committee to investigate into the problems of amalgamation of collieries. The Committee submitted its report in November, 1956, and recommended that all collieries with a monthly production of less than 10,000 tons and an area of less than 100 acres should be amalgamated to form large units. It also suggested that a Collieries Amalgamation Commission should be appointed. These recommendations are under review and examination

by the Department and the State Governments concerned and necessary legislation will be introduced soon to implement the recommendations made by the Commission. Further, the Government of India has appointed a Committee to undertake an investigation into the prices of coal and also to find out what changes are necessary in the price structure of coal and coke.

**Lignite** The Government of Madras became interested in the development of lignite as a source of supply of power, fuel and raw material for industries in the post-war years, and arranged for further investigations into the matter in 1946. With the assistance of the Technical Co-operation Mission, the Government of Madras undertook a pilot quarry scheme to determine the engineering feasibility and economic desirability of lignite. In the meantime, the Government of India engaged the services of a firm of Consulting Engineers from London under the Colombo Plan, to prepare a project report on the economic mining, processing and utilisation of the lignite. After a detailed study of the project report, the Government of India and the Government of Madras set up a Lignite Project Co-ordinating Committee consisting of representatives of the Central Government and the Government of Madras. In September, 1955, the Government of India took over the control of the Lignite Investigations Scheme and appointed a full-time Chief Executive Officer, with the requisite staff, to be in overall charge of the Scheme. From December, 1956, the management of the Lignite Project was entrusted to a Government of India-owned Private Limited Company known

as the Neyveli Lignite Corporation (Private) Limited.

**Oil** The work pertaining to petroleum prospecting and exploitation was carried a step further with the constitution of an Oil and Natural Gas Commission in August, 1956. The Commission is going ahead with its plan and has put down its first bore hole at Jwalamukhi in April, 1957. The Indo-Stanvac Petroleum Project, in which the Government of India is a risk-bearing partner also completed its preliminary investigations in the West Bengal Basin and has reached the drilling stage. In addition, the Assam Oil Company was also granted prospecting licences for petroleum over Nahorkatiya, Hugrijan and Moran areas subject, inter alia, to the condition that Assam Oil Company would form a Rupee Company in partnership with the Government of India for the production of crude oil from these areas. Negotiations are still under way with the Assam Oil Company for the formation of a Rupee Company. Oil has been struck in Nahorkatiya area and there is a proposal to set up a refinery in the Public Sector for the crude oil produced by the Rupee Company. The proposed refinery is expected to have a capacity of 1.5 to 2 million tons per annum with a provision for further expansion. The Petroleum Division, which was previously under the Ministry of Works, Housing and Supply, is now a part of this Department. It functions as the co-operating executive authority in India for all users, civil and military, of petroleum products. All policy questions concerned with the supply, storage, distribution and prices of petroleum products in India as well as other matters regarding

petroleum products, e.g., imports, provisioning, fixing of priority, quality control of P.O.L., including standardisation of specifications, tolerance, inspection procedures, etc., have been taken over by the Department of Mines and Fuel.

The Department of Mines and Fuel consists of a Secretariat and six Subordinate Offices and organisations. There is no Attached Office functioning in this Department. Besides, the Department is connected with a Statutory Body and two Private Limited Companies described later.

The Department is headed by a Cabinet Minister for Steel, Mines and Fuel, who is assisted by a Minister of State for Mines and Oil.

#### SECRETARIAT

The Secretariat staff comprises of:

Secretary	1
Joint Secretaries	2
Officer on Special Duty and ex-officio Joint Secretary	1
Deputy Secretaries	5
Under Secretaries	8
Deputy Petroleum Officer and ex-officio Under Secretary	1
Assistant Petroleum Officers	2
Section Officers	23

The Department, besides the Division dealing with the house-keeping functions, has the following major Divisions:

- (i) Coal and Lignite Division
- (ii) Mines Division
- (iii) Oil Division

Matters dealt with by these Divisions are as stated below:

#### (i) Coal and Lignite Division

Regulation and Control; Distribution and Transportation; Coal prices; Coal Controller's Organisation; production in the private sector; amalgamation of collieries; production in the public sector; National Coal Development Corporation; Neyveli Lignite Corporation; establishment of Coal Washeries; synthetic oil; soft coke; Coal Board; safety measures in coal mines and conservation of coal; Coal Council of India and Coal Transport Advisory Committee.

#### (ii) Mines Division

Geological Survey of India; Indian Bureau of Mines; establishments of the Controllers of Mining Leases; Mines and Minerals (Regulation and Development) Act, 1948; Mineral Concessions; Mining Leases; Conservation and Development of Minerals; setting up of beneficiation plants and custom mills; mining projects — Khetri, Daribo and Rakha Copper Mines and Panna Diamond Mines; Amjor pyrites; export and import policy in regard to minerals; Mineral Advisory Board and Zonal Advisory Boards.

#### (iii) Oil Division

Administration of the Oil and Natural Gas Commission; exploration, production and refining of oil and natural gas; prices and distribution of petroleum products; petroleum economics; refineries; Government and Defence requirements of petroleum products; Indo-Stanvac Project and Petroleum Concession Rules.

## III

## SUBORDINATE OFFICES

A brief description of the six organisations and Subordinate Offices of the Department is given below :

1. *Geological Survey of India*

The Geological Survey of India is one of the oldest scientific departments of the Government of India and was established more than 100 years ago. It is responsible for the preparation of the geological map of India which forms the basis for all geological work including the appraisal of the mineral resources of the country. It is headed by a Director with his headquarters at Calcutta, where some major branches are located, viz., Petrological, Palaeontological and Chemical Laboratories, Geophysical Section, Engineering Geology and Ground Water Section, etc. For purposes of field work, the entire survey region is divided into the following eight circles, each under the charge of a Superintending Geologist :

1. *Northern Circle* (Punjab, Himachal Pradesh, Delhi and Uttar Pradesh) with Headquarters at Lucknow ;
2. *Western Circle* (Bombay and Rajasthan) with Headquarters at Bombay ;
3. *Central Circle* (Madhya Pradesh) with Headquarters at Hyderabad ;
4. *Andhra Circle* (Andhra Pradesh) with Headquarters at Hyderabad ;
5. *Bihar Circle* (Bihar) with Headquarters at Calcutta ;
6. *Orissa Circle* (Orissa) with Headquarters at Calcutta ;
7. *Eastern Circle* (West Bengal, Assam, Sikkim, Manipur and Tripura) with Headquarters at Calcutta ; and
8. *Southern Circle* (Madras, Mysore, Pondicherry and Kerala) with Headquarters at Madras.

2. *Indian Bureau of Mines*

The Indian Bureau of Mines was set up in March, 1948, in pursuance of the decision arrived at at the Mineral Policy Conference held in January, 1947. The Bureau of Mines is headed by a Director, who is assisted by various other staff. The main functions of the Indian Bureau of Mines are as follows :

- (i) Advising the Central and the State Governments on all matters relating to the grant of mineral concessions, and also on the exploration, exploitation and utilisation of the country's mineral resources ;
- (ii) Periodic inspection of mines, for effecting the systematic development of mineral deposits, the elimination of avoidable waste, and the promotion of improved methods of mining ;
- (iii) Conducting drilling and other prospecting operations to probe and estimate the workable reserves in mineral deposits and to conduct test-mining independently or in conjunction with other Government or private organisations ;

- (iv) Conducting research on the benefaction of low grade ores and the industrial utilisation of minerals and mineral products, as well as on mining problems in collaboration with other research organisations;
- (v) Conducting analysis of ores and minerals in connection with the work of the Bureau, and also for the public as far as time and circumstances permit;
- (vi) Collection and publication of statistics relating to mineral production in India, mineral stocks, exports, local consumption, etc., and collection and maintenance of information regarding world mineral production, world mineral trade, foreign mining rules, and other related matters;
- (vii) Publication of bulletins and monographs on investigations relating to mining and the mineral industry;
- (viii) Assisting the mineral trade in the marketing of minerals;
- (ix) Undertaking any other functions entrusted to the Bureau by the Central Government from time to time.

### 3. Coal Controller, Calcutta

Complete control over the production, distribution and prices of coal etc., was originally assumed by the Government of India from June, 1944, under the Colliery Control Order issued under the Defence of India Act. After the abolition of the Defence of India Act, the Order continues in force under the Essential

Supplies (Temporary Powers) Act, 1946. The Coal Controller is responsible for regulating the production of coal and arranges for its distribution and movement according to the programme drawn up by him and approved by the Government of India. He is also responsible for initiating all matters of policy relating to the development or the expansion of the coal industry or for the implementation of such measures as are required from time to time. He also acts as the Adviser to the Government of India in the matter of fixation of statutory prices of Coal. The Coal Controller is assisted by several deputies, mining engineers and other staff in the discharge of his duties.

### 4 and 5. *Controller of Mining Leases at Ranchi and Nagpur*

These two Subordinate Offices, although very small, are each under the charge of a Controller. They are mainly responsible for work relating to reviewing and reviving of the mining leases.

### 6. *Oil and Natural Gas Commission*

With the exception of certain investigations for petroleum carried out by the Geological Survey of India as part of its normal field programme, geophysical surveys, prospecting and exploitation were carried out entirely by the Oil concerns to whom concessions in this behalf were granted from time to time. In pursuance of the Industrial Policy of Government, it was decided that the Central Government should also undertake exploration, exploitation and refining of oil in the country and create a special organisation for the adequate discharge of the above responsibilities. Accordingly, in

August, 1956, an Oil and Natural Gas Commission was set up under the control of the Ministry of Natural Resources and Scientific Research. As a result of the reorganisation in some of the Ministries of the Government of India in April 1957, the Oil and Natural Gas Commission was transferred to the newly created Department of Mines and Fuel in the Ministry of Steel, Mines and Fuel. Besides the functions narrated above, the Commission is also responsible for the following:

- (i) Advising the Central Government on matters relating to the exploration, exploitation and refining of the country's oil and natural gas resources;
- (ii) Subject to the general or specific instructions of Government:
  - (a) conducting geological and geophysical surveys for the exploration of oil;
  - (b) conducting drilling and other prospecting operations independently or in conjunction with other Government or private organisations with a view to prove and estimate the workable reserves of oil deposits;
  - (c) establishing production of oil including preliminary processing and storage;
  - (d) administration and implementation of the agreements with oil companies for

joint or participatory working;  
 (e) inspection of oil-fields held by private concessionaries for ensuring the systematic development of oil, the elimination of waste, and the promotion of improved methods of recovery;

- (iii) Conducting geological, chemical and other laboratory investigations in connection with the work of exploration, production or refining of oil;
- (iv) Collection and publication of statistics relating to Oil and Natural Gas produced in the country, mining rules and other related matters;
- (v) Publication of bulletins and monographs on investigations relating to oil and natural gas; and
- (vi) Undertaking any other function entrusted to the Commission by the Government of India from time to time.

The Commission consists of a Chairman\* and two Members, one of whom acts as its Financial Adviser, assisted by such administrative and technical staff as necessary. The Headquarters of the Commission is located at Dehra Dun. The Commission has been empowered with wide financial and other powers.

*\* At present, the Minister of State for Mines and Oil is the Chairman.*

#### IV

### OTHER UNITS

#### 1. Coal Board (Statutory Body), Calcutta

The Coal Board is a Statutory Body, set up under the Coal Mines (Conser-

vation and Safety) Act, 1952, charged with the responsibility of dealing effectively with the problems relating to

safety in mines and conservation of coal. Increased emphasis is being placed on the use of low grade coal in place of metallurgical coal to conserve the limited resources. The Coal Controller acts as the Chairman of the Coal Board and practically all the members of the Board are government employees. The work of the office is distributed among six sections, namely, voluntary storing, protective work, excise duty, cost and accounts, general, and conservation. There are two coal-field offices under it — one at Dhanbad and the other at Asansol.

2. *National Coal Development Corporation (P) Ltd., Ranchi*

The functions of the Coal Commissioner's organisation, relating to the production of coal and control over the industry involving the exercise of powers under the Colliery Control Order, were bifurcated in February, 1956. The administrative control of the existing State Collieries and of those proposed to be established in future was entrusted to a separate authority called the Coal Production and Development Commission. The powers of control under the Colliery Control Order were entrusted to the Coal Controller. The Headquarters of the Coal Production and Development Commissioner was located at Ranchi, following the recommendation made by the Estimates Committee that the headquarters of the production organisation should be located at a central place within easy reach of the coal-fields. Subsequently, it was decided that the most suitable pattern of administration for the new set-up, dealing with production in the public sector, would be

in the form of a Private Limited Company and, accordingly, a Company called the National Coal Development Corporation (P) Limited, was formed in September, 1956, with an authorised capital of fifty crores. Its registered office is at Ranchi. The subscribed capital of this Company has been fixed at Rupees 15 crores. The Board comprises the Cabinet Minister for Steel, Mines and Fuel as Chairman, five official Directors and one non-official Director. The Coal Production and Development Commissioner, in so far as the working of the collieries under the Corporation is concerned, functions as the Managing Director of the Company.

3. *Neyveli Lignite Corporation (P) Limited*

As in the case of other Government industrial undertakings, the management of the Neyveli Lignite Project has been entrusted to a Government of India-owned Private Limited Company, known as the Neyveli Lignite Corporation (Private) Limited. This Corporation was registered in Madras in November, 1956, and started functioning from December, 1956. The Secretary to the Government of India in the Department of Mines and Fuel acts as the Chairman of the Board of Directors of the Lignite Corporation. The day-to-day administration of the Corporation is looked after by a Managing Director, who is assisted by other staff. For the present, the main line of investigation is centred round the important question as to whether the pressure surface of the artisan aquiferous below the lignite seam could be reduced to the requisite safety level below the lignite bed by means of pumping. The Government of India has sanctioned the

acquisition of an area of about 26,750 acres in twenty-two villages in Virdachalam and Cuddalore Taluks of the South Arcot District (Madras State) at an estimated cost of Rs. 180 lakhs to meet the needs of the lignite project, including the large scale mining of lignite, the establishment of factories

and township, etc., and other requirements of the project. This project is expected to provide employment to about 25,000 people comprising skilled personnel of various types and grades. The authorised capital of the Corporation is Rs. 25 crores, of which approximately Rs. 8 crores has been subscribed so far.

## ADVISORY BODIES

Some of the important Advisory Bodies functioning in this Department with their composition and functions are given below:

### 1. *Coal Council of India*

The Government of India had set up various committees in the past to study the different problems relating to coal and those committees made recommendations from time to time. Many of those recommendations were accepted in principle and implemented to the extent they were found practicable. The Government of India is, however, increasingly impressed by the need for more closely integrated action in future on the problems relating to coal. To accomplish this, it is essential that the entire complex of coal problems including the assessment of resources, the demand, production, transport, treatment, scientific processing, including utilisation of by-products, conservation, economical use, and the like, should be under constant review by a central body. Accordingly, the Government of India decided in August, 1956, to set up a high-powered body, known as the Coal Council of India, with a view to have reviews and studies

conducted under its overall supervision and guidance for planning the development, utilisation and due conservation of the coal resources of the country.

The Minister for Steel, Mines and Fuel acts as the Chairman of the Council. The Secretaries of the Departments of Iron and Steel, Mines and Fuel, the Ministry of Irrigation and Power, the Director, Council of Scientific and Industrial Research, the Coal Controller, the Member, Railway Board (Transportation), and various other representatives from coal trade act as members of the Council. The members of the Coal Council of India hold office for three years, except the official members, whose membership is ex-officio.

### 2. *Committee on Transportation*

This Committee is mainly responsible for assessing the transport requirements, on a regional basis, having regard to the accepted principles of rationalization of movement and recommends the type of transport required, namely, rail, road, aerial rope-way, etc., in specific regions, taking into account the economies of transport and the assessment of requirements in each region.

The Member (Transportation), Railway Board, acts as the Convener of the Committee.

### 3. *Committee on Requirements and Utilisation*

The main function of this Committee is to make a detailed comparative study of the existing pattern of utilisation of energy and fuel in India, including the nature of equipment used and the mode of transport employed, the recovery of the by-products and the comparative costs of the various forms of utilisation *vis-a-vis* the position obtaining in other countries, consumer-wise, such as (i) industry (in major industrial blocks like iron and steel, foundries, heavy chemicals, etc.), (ii) metallurgy, (iii) domestic consumption, (iv) power production, etc., indicating the principal points of difference between the patterns obtaining in foreign countries and in India.

The Director, Council of Scientific and Industrial Research acts as the Convener of the Committee. The Chief Industrial Adviser to the Government of India, the Coal Controller, the Director, Forest Research Institute, the Technical Adviser (Boilers), Ministry of Works, Housing and Supply, and a representative each of the Railway Board, Messrs. Tata Limited and Messrs. Andrew Yule Ltd., act as members of the Committee.

### 4. *Committee on Production and Preparation*

The Committee on Production and Preparation is responsible for studying the existing mining methods adopted and the technique of coal production from coal face to wagon and the technical changes necessary in order to bring the industry to a state of full technical efficiency, including:

- (a) Fixation of standards of mining of various coal seams;
- (b) Prevention of selective mining;
- (c) Standard of stowing for different seams and for different thicknesses;
- (d) Safety precautions in mining; etc.

The Managing Director, National Coal Development Corporation (P) Ltd., acts as the Convener of the Committee. The Chief Mining Engineer, National Coal Development Corporation (P) Ltd., the Director, Indian Bureau of Mines, and various other representatives of the coal industry act as members of the Committee.

### 5. *Committee on Assessment of Resources*

This Committee is responsible for reviewing the methods of determination of reserves of coal in working collieries and virgin seams and drawing up a standard procedure for the estimation of the actual and potential reserves of coal.

The Coal Controller is the Convener of the Committee. The Director, Geological Survey of India, a representative each of the Fuel Research Institute and the Coal Board act as members of the Committee.

### 6. *Mineral Advisory Board*

The Mineral Advisory Board is mainly responsible for the following functions:

- (i) To review the production, internal distribution and consumption of minerals;
- (ii) To review export of minerals from India and advise Government on fixing quotas;
- (iii) To advise on imports of minerals and mineral products;

- (iv) To advise Government on the programme of field investigations;
- (v) To advise Government on export and import tariffs on minerals;
- (vi) To advise on the research programme of the Geological Survey of India and the Indian Bureau of Mines;
- (vii) To advise on questions of directional exports of India's minerals and the order of preference of countries to which such minerals are to be exported;
- (viii) To advise on measures for increasing internal manufacture and utilisation of minerals mined in India;
- (ix) To bring to the notice of the Government of India for its consideration any points on metals, which may arise in the course of the Board's deliberations.

In view of the recent reorganisation in some of the Ministries of the Government of India, the composition and functions of the Mineral Advisory Board were reorganised in 1957. At present, the Minister for Mines and Oil is the Chairman of this Board. The Secretary, Department of Mines and Fuel, the Joint Secretary (Mining), Department of Mines and Fuel, the Director, Geological Survey of India, the Director, Indian Bureau of Mines, and a representative each of the Ministries of Commerce and Industry, Law, the Indian Mining Association, the Indian Mining Federation, the Madhya Pradesh Mining Association, the Indian Colliery Owners' Association, the Rajasthan Industrial and Mining Asso-

ciation, the Madras Mica Association, the Mining, Geological and Metallurgical Institute of India, the Geological, Mining and Metallurgical Society of India, act as members of the Committee. One representative each of the following is invited to attend the meetings of the Board when problems specifically affecting their interests are to be discussed:

The Ministries of Finance, Defence, Railways, the State Governments, the Steel Interests, the Non-ferrous Metals Industry, the Mica Industry, and the Petroleum Industry.

The Deputy Secretary (Mining), Department of Mines and Fuel in the Ministry of Steel, Mines and Fuel acts as the Secretary to the Board.

#### 7. *Committee to Advise on Matters relating to Oil Exploration, Production and Refining etc.*

This Committee has been set up to advise the Ministry of Steel, Mines and Fuel on matters relating to exploration and production of oil, refining of crude oil and utilisation of natural and refinery gases.

The terms of reference of the Committee include, *inter alia*, the following:

- (a) To study further the assumptions, the basic data and other factors, taken into account by the Refinery Location Committee in recommending refinery locations at Calcutta, Barauni and Dhubri, etc.;
- (b) To study the practical method of using, or disposing of the crude product in the national interest;
- (c) To find out the best distribution area for the products of the refinery, or refineries, based on Assam crude;

- (d) To determine to what extent the petroleum products, being imported at present, could be manufactured in India;
- (e) To estimate the country's additional requirements of petroleum products by 1962, and by 1967, and to recommend the additional refining capacity that should be installed in the country so as to obtain self-sufficiency;
- (f) To consider the question of appointing consultants to undertake detailed economical project surveys on specific issues concerning the petroleum industry and to advise Government on matters relating to such issues; and
- (g) To advise on any other matter regarding oil and gas which may be referred by Government to the Committee from time to time.

The Chief Industrial Adviser to the Government of India acts as the Chairman of the Committee. The Officer on Special Duty, Ministry of Steel, Mines and Fuel, the Director, Traffic (Transportation), Railway Board, the Joint Secretary, Ministry of Finance, the Member (Technical), Oil and Natural Gas Commission, the Director, Hyderabad Laboratories, Hyderabad, the Professor of Chemical Engineering, Indian Institute of Science, Bangalore, act as members of the Committee.

#### 8. Coal Advisory Committee

The Committee is strictly advisory and discusses, with the Chairman's approval, all matters pertaining to the control exercised by the Coal Controller under the Colliery Control Order, 1945, which

the coal trade wishes to put forward, as well as cases brought to it by the official members. This Committee also functions as an Advisory Committee of the Coal Board. As an Advisory Committee of the Coal Board, the Committee discusses, with the Chairman's approval, matters arising out of the administration of the Coal Mines (Conservation and Safety) Act, 1952. The Members of this Committee are at liberty to have in attendance such other experts, as they may desire, to assist the Committee in its consideration of cases where it will be necessary to obtain such detailed expert advice.

The Coal Controller acts as the Chairman of the Committee. The list of official and non-official members of the Committee is given below:

<i>Official Members</i>	<i>Non-official Members</i>
1. The Deputy Coal Controller (Production)	1. A representative of the Indian Mining Association
2. The Deputy Coal Controller (Distribution)	2. A representative of the Indian Mining Federation
3. The Chief Inspector of Mines	3. A representative of the Indian Colliery Owners' Association
4. A representative of the Ministry of Finance	4. A representative of the Indian Coal Merchants' Association
5. The Regional Labour Commissioner. (Central), Dhanbad	5. A representative of the Coal Consumers' Association of India
6. A representative of the Ministry of Railways	6. Two representatives from the Indian National Trade Union Congress
7. The Director, Fuel Research Institute, Dhanbad	7. A representative from the Hind Mazdoor Sabha
8. The Chief Mining Engineer/Member-Secretary, Coal Board	8. A representative from the National Federation of Indian Railwaymen
9. The Deputy Secretary, Coal Board	9. Secretary to the Coal Controller

TOTAL STRENGTH OF STAFF  
Secretariat 338

## MINISTRY OF RAILWAYS

THE CHARTER ACT of 1833 introduced important changes in the Indian administration. The overgrown Presidency of Bengal was divided into two distinct Presidencies, viz., one of Fort William in Bengal and the other of North-Western Provinces with Headquarters at Agra. In 1843, the Secretariat of the Government of India was completely separated from that of Bengal and the former consisted of three departments, one of which was the Home Department with Revenue, General, Judicial, Legislative and Ecclesiastical Branches under it.

In 1844, the East India Railway Company was formed and all proceedings pertaining to Railways were dealt with by the Home Department until the inception of the Public Works Department as a separate organisation, which took over functions relating to Railways in 1855.

The initial policy of the Government of India for the construction and working of Railways in India was the establishment of guaranteed Railway Companies of English domicile. Contracts for the construction of Railways were entered into

with certain Companies which undertook to construct and manage specified lines, while the East India Company (and later the Government of India) agreed to provide land and guaranteed interest on the capital, the rate fixed being in various cases 5,  $4\frac{3}{4}$  and  $4\frac{1}{4}$  per cent, according to the market rates prevailing when the various contracts were made. Practically on all important matters, the Companies were placed by the terms of the contract under the supervision and control of the Government which had power to decide on the standards of detailed construction, the rolling stock to be provided, the number, time and speed of trains, the rates and fares to be charged, the expenditure to be incurred, the standard of maintenance, and the form of accounts. Although the original leases were to terminate at the end of 99 years, provision was made to enable the Government to purchase the lines after 25 or 50 years from their inception. The guarantee terms under which Companies were to operate in respect of Railway construction and maintenance underwent modifications from time to time as the necessity for the expansion of the Railway system increased.

Control over the operation of these guaranteed Railway Companies was first secured through the appointment of a Consulting Engineer of Guaranteed Railways. Some years later, local Consulting Engineers were appointed to exercise

*Minister for Railways:* Shri Jagjivan Ram, since April 17, 1957; *Deputy Minister for Railways:* Shri Shah Nawaz Khan, since April 17, 1957; *Chairman:* Railway Board — Shri P. C. Mukerjee, since December 31, 1957; *Financial Commissioner:* Railway Board — Shri J. Dayal, since December 31, 1957.

control over the Guaranteed Railways and over the State-owned Railways. Until 1868, the Government of India was not directly concerned with the ownership of the Railways. Thereafter, in 1869, the Government of India adopted the policy of direct construction and ownership of the Railways and it became necessary to relieve the Public Works Department Secretariat to some extent of the detailed control of the Railways. Accordingly, in 1874, the State Railway establishment and the business connected with the State Railway Administration was transferred to the control of a Directorate of State Railways.

Early in 1877, a further change was made in the organisation responsible for the administration and control of State Railways; in place of one Director of State Railways, 3 Directors of territorial systems, e.g., Central, Western and North-Eastern and one Director of State Railway Stores were appointed. This division in the administration on a territorial basis proved unsatisfactory in practice, and in 1880, the posts of the Directors of the Central and Western systems were abolished and their work was transferred to the Consulting Engineers of the neighbouring Guaranteed Railways. This resulted in an increase in the administrative work in the Secretariat and it was found necessary to raise the status of the Deputy Secretary, to whom powers previously exercised by the Directors had been entrusted, to that of the Director-General of Railways.

In October, 1910, Sir Thomas Robertson was appointed as Special Commissioner for Indian Railways to enquire into and report on the administration and

working of the Indian Railways. In his report, Sir Thomas recommended that the administration of Railways in India should be entrusted to a small Board, consisting of a President or a Chief Commissioner who should have a thorough practical knowledge of railway working, and two other Commissioners who should be men of high railway standing and should have a similar training to that of the President. As a result of these recommendations, the Railway Board was established by a Resolution of the Government of India dated 18 February, 1905, and it was later given statutory powers under the Indian Railway Board Act of 1905 (IV of 1905), read in conjunction with the Indian Railway Act, 1890 (IX of 1890), and with this the control of the Indian Railways was transferred from the Railway Branch of the Public Works Department of the Government of India to the Railway Board which consisted of a Chairman and two Members. The Chairman of the Board was vested with the general control of all matters committed to the Railway Board, with power to act on his own responsibility, subject to confirmation by the Board. The Railway Board was made subordinate and directly responsible to the Government in the Department of Commerce and Industry.

The Railway Board assumed office in March, 1905. Within a short time after the constitution of the Railway Board, it was found that work was being hampered on account of: (a) the Chairman not having sufficient powers, and (b) the Commerce and Industry Department intervening between the Railway Board and the Governor-General-in-Council.

Accordingly, in October, 1908, it was decided that the post of the Chairman of the Railway Board should be converted into that of the President, Railway Board with enhanced powers vested in him, and the Railway Board with its staff became collectively known as the Railway Department, distinct from and independent of the Department of Commerce and Industry. The President of the Board was also given the right of direct access to the Viceroy and the status of Secretary to the Government of India. The Board functioned as a corporate body and each member had the right of a vote. This arrangement too was found unsatisfactory, as the two Members were able to outvote the President, on account of which no single individual was held responsible for the efficient functioning of the top administrative machinery, in consequence of which planned development and policy-making greatly suffered.

During 1921, a committee presided over by Sir William Acworth visited India, and one of the questions referred to it was the evolution of a satisfactory authority for the varied functions which the Railway Board had to perform. As a result of the Acworth Committee's recommendations, the Government of India appointed a Chief Commissioner for Railways in November, 1922, and made him solely responsible under the Government of India for arriving at decisions on technical questions and advising the Government on matters of railway policy; he was not liable to be overruled as the President was, by his colleagues in the Railway Board. The Acworth Committee had also recommended that in addition to the Chief Commissioner, there should

be four Commissioners, one of whom would be the Financial Commissioner and that the Headquarters organisation of the Railway Department should be called the Railway Commission instead of the Railway Board. The post of a Financial Commissioner was consequently created in April, 1923, with full financial authority of the Government on all financial questions pertaining to Railways, to exercise financial control from within, as a Member of the Board. The Financial Commissioner was however, given a special position, in that he was to have access to the Finance Member of the Executive Council in the event of differences on important matters of policy between him and the Railway Department. As regards the other recommendation, namely, that of renaming the Headquarters organisation of the Railway Department as Railway Commission, it was decided for reasons connected with the statutory position of the Railway Board under Chapter 5 of the Railways Act to retain the name Railway Board for the Headquarters organisation. Because of this, the remaining posts of the Members of the Board continued to be designated as such.

The Railway Board as then constituted consisted of the Chief Commissioner, the Financial Commissioner and two Members, the Chief Commissioner being ex-officio Secretary to the Government of India in the Railway Department. One of the two Members dealt with technical subjects and the other with general administration, personnel and traffic subjects.

The principal object of the reorganisation carried out in 1924 was to relieve the

Chief Commissioner and the Members of the Board from all but work of the highest importance so as to enable them to devote their attention to larger questions of Railway policy. This object was achieved by placing a responsible Director at the head of each of the main branches of the Board, namely Civil Engineering, Mechanical Engineering, Traffic and Establishment, who were in turn assisted by the Deputy Directors. The disposal of the general work of the Railway Board was provided for by the continuance of the post of Secretary in whose name all letters addressed to the Board continued to be issued. The Acworth Committee also laid great stress on the separation of railway finances and pointed out the defects of the old system under which the Railway Budget was treated as part of the General Budget and how that system had adversely operated against the continuity of railway financial policy and had led to insufficiency of funds and consequent inadequacy of Rolling Stock and other facilities. Some details regarding the consequent separation of Railway finances are given in Annexure(1).

During 1925-26, on account of the increasing number, complexity and importance of labour problems it was decided to create an additional post of a Member of the Railway Board to deal with staff questions leaving the Member in charge of traffic, who had hitherto been dealing with establishment matters, to devote his whole time to questions relating to the transportation and commercial aspects of railway work. Later, however, due to economic depression of the late twenties, and in view of the

consequent financial stringency, it was decided in 1932 to hold in abeyance the posts of Members of the Railway Board in charge of Traffic and Engineering with effect from 29th March, 1932, and 5th May, 1932, respectively, the former post having been again revived with effect from 12th October, 1936.

In 1938, the Government of India organised a Department of Communications and the Railway Board was put under the Member of the Executive Council in charge of Communications. The Secretary of the Communications Department also became an ex-officio Member of the Railway Board. During the years 1939-46, the Railway Board had to meet the growing tempo of transport during World War II. The post of Member in charge of Engineering was revived and certain additional posts of Directors were created. Also as a result of the creation of the War Transport Department, the Railway Board was placed under the Member of Council in charge of War Transport and the Secretary, War Transport Department, replaced the Secretary of the Department of Communications as ex-officio Member of the Railway Board. This position continued until August, 1947, when, after independence, the two Ministries of Railways and Transport came under the charge of a single Minister for Railways and Transport.

The Railway Board continued to function on these lines until April, 1951, when the constitution of the Railway Board underwent a further change — the Chief Commissioner's post was held in abeyance, and a functional Member of the Board was made the Chairman of the Railway

Board and in that capacity he was to act as an ex-officio Secretary to Government in the Railway Ministry. There were 3 functional Members in charge of Engineering, Staff and Transportation respectively, including the Chairman. The special position of the Financial Commissioner was left undisturbed and he was given the ex-officio status of the Secretary to the Government in the Ministry of Railways, in financial matters.

Each functional Member was to be responsible for dealing with all aspects of technical subjects of which he was in charge, and for giving necessary technical guidance to the Railway Administrations either through the General Managers or the Heads of the various Technical Departments on Railways, depending on the importance of the direction or its character. Unlike the Chief Commissioner, who was not in charge of any specific portfolio but used to preside over the Board meetings and exercise overall functional supervision and ensure co-ordination of work, the newly designated Chairman, Railway Board, was also a functional Member with a specific portfolio.

From October, 1954, one more Member was added to the Railway Board and the powers and functions of the Chief Commissioner, which post was held in abeyance since 1951, was revived. The Chairman, Railway Board assumed these powers and continued to function as an ex-officio Secretary to the Government of

India in the Ministry of Railways. Later, with effect from 16th January, 1956, the post of Secretary, Railway Board, in the Senior Administrative Grade, which was held in abeyance, consequent on the reorganisation of the Board in 1951, was also revived.

In order to be able to effectively tackle the additional duties and responsibilities arising out of the planning and execution of works during the Second Five-Year Plan, the need for strengthening the Board was being increasingly felt. The Estimates Committee in their 19th report recommended the strengthening of the administration at various levels including that of the Railway Board, in order to direct and control the huge expenditure that would have to be incurred during the Second Plan period. After detailed examination it was considered that the best method of strengthening the Board in the spirit of the Estimates Committee's recommendations would be to appoint additional Members. Five additional Members of the rank and status of General Managers of Railways were, therefore, appointed with effect from 25th June, 1956, each in charge of five distinct groups of subjects, viz., major civil engineering works; remodelling and expansion of mechanical workshops and production units; commercial matters; accounts, with particular emphasis on expenditure in respect of works in the Second Five Year Plan; and recruitment and training of staff.

## II

## FUNCTIONS AND ORGANISATION

The Railway Board functions as a Ministry of the Government of India and exercises all the powers of the Central Government in respect of regulations, construction, maintenance and operation of Railways. The Minister for Railways is in charge of this Ministry, and is assisted by the Deputy Minister for Railways. By virtue of the inclusion of the Financial Commissioner for Railways in its constitution, the Railway Board also exercises full powers of the Government of India in regard to railway expenditure. These powers are derived from the provisions of the Indian Railway Act, 1890, the Indian Railway Board Act, 1905, and the Constitution. In addition, the Railway Board exercises a wide field of powers in establishment and other matters as provided for in the various Indian Railway Codes.

At present, the Railway Board consists of a Chairman and four Members, one of whom is the Financial Commissioner. The three other Members of the Railway Board are in charge of separate portfolios, viz., Staff, Transportation and Engineering.

#### *Chairman, Railway Board*

The Chairman is the ex-officio Secretary to the Government of India in the Ministry of Railways and is solely responsible under the Minister for Railways for arriving at decisions on technical and other matters and advising the Government on matters of Railway policy. All policy and other important matters are

put up to the Minister through him. The Chairman has powers to overrule the other Members of the Board, except the Financial Commissioner in financial matters. In case of disagreement in such matters, the Financial Commissioner has the right to ask for the case to be referred to the Railway Minister, and, if necessary, to draw the attention of the Finance Minister to it.

#### *Financial Commissioner for Railways*

In his capacity as ex-officio Secretary to the Government of India in the Ministry of Railways, the Financial Commissioner for Railways is vested with full powers of the Government of India to sanction railway expenditure. No proposals involving expenditure or affecting revenues can be sanctioned without his prior concurrence.

#### *Other Members*

Members in charge of Staff, Transportation and Engineering are responsible for dealing with all aspects of technical subjects under their charge. When a question impinges on the subjects dealt with by another Member, the other Member's concurrence is required before the orders issue.

The existing constitution of the Railway Board gives it freedom in shaping and carrying out Railway policy to enable it to treat Railways as a National Undertaking to be developed on commercial lines.

#### *Additional Members*

The five Additional Members, each in charge of Works, Mechanical, Com-

mercial, Finance and Staff matters respectively, assist the Board Members. The Additional Members ordinarily do not attend meetings of the Board except by invitation when subjects relating to their portfolios come up for discussion.

### *Directors*

In order to relieve the Members of the Board from the enormous amount of routine work involved in controlling Railways and enable them to give some time for touring and studying vital problems of Policy, the Board is assisted by a number of technical officers, designated as Directors, each placed in charge of a Directorate. Directors are responsible for carrying out the policy of the Board and submitting cases to the Members where major and important questions of policy needing the decision of the Board are concerned. They issue instructions direct to Railway administrations.

### *Joint Directors*

Although subordinate to the Directors in the sense that the latter are administrative heads of the Directorates, Joint Directors are practically in independent charge of the sphere of work allotted to them. Thus, they generally submit their papers direct to the Members of the Board except on important matters involving a point of principle or policy, which are routed through the Directors.

### *Other Officers*

The Directors are assisted by Deputy and Assistant Directors, the number and grades of posts in each Directorate being determined by the volume and importance of work.

### *Secretary, Railway Board*

The Secretary, Railway Board, who is an officer of the Director's status, is responsible for the general conduct of work in the Ministry, for co-ordination between branches, and in particular, for current relations between the Ministry of Railways and other Ministries of the Government of India. In addition, he deals with all establishment matters in the Board's Secretariat in all grades and also with certain specific matters relating to gazetted staff of Railways. The Secretary is also the Organisation and Methods Officer of the Railway Ministry. The Secretary, Railway Board, is empowered to issue sanctions and take all action necessary on behalf of the Railway Board in accordance with Section 3 of the Indian Railway Board Act, 1905 (IV of 1905).

### SECRETARIAT

The Secretariat Establishment of the Railway Board is more or less in conformity with the pattern of the Civil Secretariat but the conditions of service of the staff of the former are principally linked up with those obtaining for Railway servants.

## III

### RAILWAY SYSTEM

No description of the Ministry controlling the Railways will be complete without a brief mention of the Indian Railway system itself. The Indian Railways are

today collectively the largest in Asia and the fourth largest in the World. They constitute by far the largest national undertaking in our country, providing employment to over a million. The Railways' gross income is nearly two-thirds of the total revenues of the Government of India as a whole (excluding the Railway Ministry).

Before the last of the principal Railways was taken over by the Government of India in 1944, some Railways were State-owned and State-managed, a few were State-owned but Company-managed, and the others were Company-owned and Company-managed. Some of the Indian

States had also their own Railway systems. From 1st April, 1950, following the federal financial integration, the ownership of the latter Railways also came to be vested in the Government of India.

The scheme of regrouping the entire Railway system, except for the privately-owned Light Railways, was prepared by the Railway Board in 1950 and executed during 1951-52. Before re-grouping, there were 35 Railway systems in India of which 19 were owned by Government. As a result of regrouping, the Indian Railways, which are owned and managed by Government, were formed into the following 6 Zonal Administrations:

<i>Zone</i>	<i>Date of Creation</i>	<i>Consisting of</i>	<i>Headquarters</i>	<i>Route Mileage</i>	
Southern	April 14, 1951	Madras and Southern Mahratta, South Indian, and Mysore Railways	Madras	B.G.	1,754·65
				M.G.	4,143·12
				N.G.	102·20
				TOTAL:	5,999·97
Central	November 5, 1951	Great Indian Peninsular, Nizam's State, Scindia, and Dholpur Railways	Bombay	B.G.	4,091·23
				M.G.	772·49
				N.G.	563·98
				TOTAL:	5,427·70
Western	November 5, 1951	Bombay, Baroda and Central India (excluding Delhi-Rewari-Fazilka Section and Fatehgarh District), Saurashtra, Cutch, Rajasthan, and Jaipur Railways	Bombay	B.G.	1,266·34
				M.G.	3,402·18
				N.G.	792·51
				TOTAL:	5,461·03
Northern	April 14, 1952	Eastern Punjab, Jodhpur, Bikaner, and the three upper divisions of the East Indian Railway	Delhi	B.G.	3,855·46
				M.G.	1,997·76
				N.G.	127·97
				TOTAL:	5,981·19
North Eastern	April 14, 1952	Oudh and Tirhut, and Assam Railways, and Fategarh District of the Bombay, Baroda and Central India Railway	Gorakhpur	B.G.	2·15
				M.G.	4,729·64
				N.G.	51·97
				TOTAL:	4,783·76
Eastern	April 14, 1952	East Indian (minus the three upper divisions) and Bengal-Nagpur Railway	Calcutta	B.G.	4,732·63
				M.G.	N I L
				N.G.	941·97
				TOTAL:	5,674·60

B.G.: Broad Gauge

M.G.: Metre Gauge

N.G.: Narrow Gauge

In August, 1955, the Eastern Zone was divided into two zones, to form the Eastern and the South-Eastern Railway Zones.

Again on the 15th January, 1958, the North Eastern Zone was also divided into two zones, viz., the North-Eastern and the North-East Frontier Railway Zones.

There are, therefore, in all eight Zonal Railway Administrations at present.

The existing railway systems in India fall under one or the other of the following categories according to the type of ownership and management, viz :

(i) *Railways owned and managed by Government :*

These are the 8 zonal railways, Central, Eastern, Northern, North-Eastern, North-East Frontier, Southern, South-Eastern and Western.

(ii) *Railways owned by Companies or District Boards, but worked by Government, namely :*

(a) Company-owned Railways, such as: Champarmukh-Silghat Railway (North-Eastern), Katakhal-Lalabazar Railway (North-Eastern), which are worked under guaranteed terms and Pulgaon-Arvi Railway (Central) and Ellichpur-Yeotmal Railway (Central) which are worked under rebate terms.

(b) District Board Lines, namely: Tenali - Repalle Railway (Southern), worked under rebate terms and Nanjangud-Chamarajanagar Railway (Southern), worked without any guaranteed or rebate terms.

(iii) *Railways owned by companies or District Boards and worked by the owning companies or the District Boards themselves, namely :*

(a) Railways worked by companies under guaranteed system—Ahmedpur-Katwa Railway and Burdwan-Katwa Railway.

(b) Line worked by unassisted company, namely, Shahdara (Delhi)-Saharanpur Light Railway.

(c) Line worked by District Board, namely, Bukhtiarpur-Bihar Light Railway.

*General Pattern of Organisation and Functions of the Zonal Railway Administrations*

Each of the eight Zonal Railway Administrations falling under the first category of Railways, owned and managed by Government as mentioned in the previous paragraph, is under the administrative control of a General Manager who is responsible to the Railway Board. The General Manager exercises overall supervisory control over all the departments which constitute a Railway Administration, co-ordinates their working and is responsible for its efficient management. Under the General Manager, there is a Senior Deputy General Manager, who is also in charge of Planning and Vigilance. There is also a Deputy General Manager for personnel work, and another Deputy General Manager (General), who deals with sanctions, Parliament Questions, and provision of Passenger Amenities.

Work is distributed between various departments, such as Civil Engineering, Mechanical Engineering, Commercial, Transportation, Accounts, Stores, Signals and Tele-communications, Electrical and

Medical, each of which is under the charge of a head of department. The Railway Protection Force on each Railway is under the charge of a Chief Security Officer, who is of the status of a head of a department.

The strength of the Headquarters Office on each Railway varies with the work load as also with the type and organisation at the lower formations, which latter, fall into two distinct categories namely:

- (a) The District system, and
- (b) The Divisional system.

Under the District system, the management of the primary unit for each major department in the District is under a District Officer and the co-ordination between the different departments is done only at the Headquarters Office. This is known as the Departmental system of organisation and is normally adopted when the size and/or the work load of a Railway is comparatively small. However, with the ever-increasing pressure of work on individual Railways, it was found necessary to adopt the Divisional system of working and this

pattern is proposed to be adopted on almost all the Railways. Already, the Northern, Eastern, Central, Western and Southern Railways have this pattern of organisation.

Under the Divisional system, the Railway is divided into territorial units of suitable sizes and the general running of each unit is the responsibility of the Divisional Superintendent, who is an officer of administrative rank. The Divisional Superintendent is assisted by Divisional Officers of each department, who function as Executive Officers of the Division, in charge of branches under them, and work as technical advisers to the Divisional Superintendent. A Division thus is the working unit of the Railway and the Divisional Superintendent is vested with wide powers within his own sphere in which he functions more or less as a General Manager. Under the Divisional set-up, the Head of each Department in the Headquarters Office functions as a technical expert and Principal Adviser to the General Manager in respect of his particular branch of railway working.

#### IV

### ATTACHED OFFICE

A short description of the only Attached Office functioning in the Ministry is given below:

#### *Research, Design and Standardisation Organisation*

The Research, Design and Standardisation Organisation has recently been formed by the merger of the Central Standards

Office for Railways, and the Railway Testing and Research Centre.

The Central Standards Office was established in 1930 for co-ordinating the work of various Railway Standards Committees. Its principal aim was to promote, progressively, standardisation of rolling stock, track, bridges, structures, and all equipment commonly used on Indian

Railways in accordance with the changing conditions and as a result of practical experience. It is responsible for the preparation and supply of Indian Railway Standard Drawings and Specifications for all equipment and material used by the Railways in India. The work relating to inspection of locomotive boilers manufactured by the Tata Locomotive and Engineering Co., is also conducted by this office. It also performs all the functions of foreign Consulting Engineers formerly employed by Railways as Specialists for designs etc., in the various branches of Railway Engineering. It also has an Architectural wing which deals with all the architectural designs required by the Railways.

The Railway Testing and Research Centre headquartered at Lucknow was established in September, 1952, to deal with investigation of problems of research pertaining to Civil, Mechanical and Electrical Engineering as also Metallurgical and Chemical Research. Research on concrete and building and research and tests on bridges, structures and track are also carried out by this organisation. It also provides an information service which publishes bulletins and summaries of important researches conducted in India and abroad. It publishes the Indian Railway Technical Bulletin and other Railway technical papers.

## SUBORDINATE OFFICES

### 1. *Railway Rates Tribunal*

A Railway Rates Tribunal with mandatory powers was set up under the Indian Railways (Second Amendment) Act, 1948, with headquarters at Madras. The functions of the Tribunal are to hear and decide complaints against the Railway Administrations in respect of undue discrimination, quotation of unreasonable rates, refusal to quote station to station rates etc. In addition, the Tribunal has been assigned the work of dealing with complaints in connection with the exercise of revisionary powers of General Managers in regard to cases of removal from service and dismissal of Class III employees.

### 2. *Railway Service Commissions*

The four Railway Service Commissions headquartered at Bombay, Allahabad,

Calcutta and Madras conduct selections for recruitment of Class III staff for the various units as given below:

#### *Bombay Commission*

For Western and Central Railways excluding the Secunderabad Division.

#### *Allahabad Commission*

For Northern Railway excluding O.T. portion of the North-Eastern Railway and Ganga Bridge Project.

#### *Calcutta Commission*

For the Eastern Railway, South-Eastern Railway, excluding Assam portion of the North-Eastern Railway and the Chittaranjan Locomotive Works.

*Madras Commission*

For the Southern Railway, the Integral Coach Factory, Madras, and the Secunderabad Division of the Central Railway.

3. *Office of the Railway Liaison Officer with the Directorate-General of Supplies and Disposals*

This is a temporary organisation intended for keeping liaison with the work done in the Directorate-General of Supplies and Disposals in respect of indents placed by Railways for stores.

4. *Railway Staff College, Baroda*

The Railway Staff College was established in 1952, for imparting specialised technical training to Railway Officers. It provides courses of training in general railway working to probationary officers and also refresher courses for Junior Officers. Besides, it arranges periodically special lectures on selected subjects by lecturers who have specialised in their line, mainly for the benefit of Senior Officers for whom there is no regular course at the college.

VI

CONSULTATIVE BODIES

(i) *National Railway Users' Consultative Council*

In order to cultivate closer touch with public opinion, a Central Advisory Council was constituted in March, 1922. In the "Separation Convention" adopted by the Legislative Assembly in September, 1924, the constitution of the Central Advisory Council was altered. The representation of various interests through the Central Advisory Council for Railways was limited in that members were drawn only from the Central Legislature. However, as a result of the decision of the Government of India in 1952, the practice of constituting standing committees of Parliament including the Central Advisory Council for Railways was abandoned. To secure better representation of Railway users and afford more frequent opportunities for consultation between Railways and Railway users on matters relating to the service provided by Railways, a National Rail-

way Users' Consultative Council was formed in 1953. The members of the National Railway Users' Consultative Council hold office for a period not exceeding two years, except the Members of Parliament and the representative of the Coal Industry therein, whose tenure is for one year. The Council consists of about 40 persons appointed to it by the Minister for Railways, namely:

- (a) Secretaries of the Ministries of Food and Agriculture, Commerce and Industry, Transport and Communications (Department of Transport) and Steel, Mines and Fuel.
- (b) Chairman and Members of the Railway Board and Additional Member, Commercial.
- (c) 18 Members of Parliament, 12 of whom are from the Lok Sabha and 6 from the Rajya Sabha. (This number may, however, vary at the Minister's discretion.)

- (d) A representative of each of the Zonal Railway Users' Consultative Committee (non-official).
  - (e) Persons appointed to represent coal, iron and steel, jute, cotton, sugar and cement industries.
  - (f) One representative each from the Federated Chambers of Commerce and the Associated Chambers of Commerce and the All India Manufacturers' Organisation, Bombay.
  - (g) One person to represent agricultural interests, and
  - (h) Such other persons as the Minister may appoint to represent interests which he may consider necessary to be represented on the Council.
- it for consideration by the Ministers;
- (b) Such matters falling within the scope of the functions of the Zonal Committees as are referred to it for consideration by such Committees;
  - (c) Such other matters relating to the services and facilities on Railways which an individual member of the Council may, with the approval of the Chairman, desire to be included in the agenda.

The Council is consultative in character and questions relating to staff, discipline and appointments are not to be brought before the Council.

#### (ii) *Other Advisory Bodies*

The Council ordinarily meets at least once a year. The Minister for Railways presides at the meetings of the Council and in his absence the Deputy Minister acts as Chairman of the Council. The Joint Director, Traffic, General, Railway Board, acts as Secretary of the Council.

The functions of the Council are to consider :

- (a) Such matters relating to services and facilities provided by the Railways as may be referred to

In addition to the National Railway Users' Consultative Council at the Ministerial level, there are other advisory bodies at the lower divisional and regional levels to advise the various Railway administrations. These are the Railway Users' Consultative Committee and the Passengers Amenity Committee, Catering Supervisory Committees and Book Staff Committees at the headquarters of each Zonal Railway in addition to the Railway Users' Consultative Committees at the regional and divisional levels.

## ANNEXURES

### 1. *The Separation of Railway Finance from General Finance and the "Separation" Convention*

Prior to 1924, the Railway Finances formed part of the General Finances of the Government of India. The Railway estimates, by their very nature, were subject to violent fluctuations and affected the stability of the General Budget of the Government of India. In order to remedy this defect in the General Budget and also to enable

the Railways to carry out continuous policy based on the necessity of making a definite return to General Revenues on the money expended by the Government on Railways, a convention commonly known as the "Separation Convention" was adopted by Government in 1924.

In this Convention, the Railway Finances were separated from the General Revenues of the Country, providing for payment of an annual

contribution from Railway Revenues to General Revenues on an agreed basis. Another notable feature of the "Separation Convention" was the creation of a Railway Depreciation Fund to meet the cost of replacements and renewals of Railway assets and of a Railway Reserve Fund, to be credited with any surplus left after meeting the contribution to General Revenues.

Contributions from Railway Revenues to General Revenues used to be of varying amount since on the one hand, substantial contribution was made during the years of prosperity while no contribution other than the interest charges was made in the years of economic depression when the need for assistance to General Revenues was the greatest. The method prescribed did not also afford an opportunity to the Railways to build up adequate reserve during the years of prosperity for their own needs in the years of depression as also to assure the minimum contribution to General Revenues.

The Parliamentary (Railway Convention) Committee, 1949, which was constituted by Government to review the Convention of 1924 recommended, after taking into account the working of the 1924 Convention, that Railway Finances should continue to remain separate from the General Finances of the Country, but the contribution to General Revenues should take the shape of a fixed dividend of not more than 4 per cent (inclusive of the element of interest), for a period of 5 years commencing from 1950-51 to 1954-55, on the capital invested as computed annually. The new feature of this Convention was the creation of a Development Fund, to be fed by contribution from the railway surpluses, for financing expenditure on passenger amenities, labour welfare and Railway projects which were necessary but unremunerative.

The Railway Reserve Fund was subsequently renamed as Revenue Reserve Fund to be utilised primarily for maintaining the agreed payments to General Revenues and for making up any deficit in the working of the Railways.

The Railway Convention, 1954, constituted by Government on the expiry of the 5 years' term of the recommendations of the 1949 Convention supported the policy of the 1949 Convention Committee, and again recommended that the same rate of dividend should remain unaltered

for a further period of 5 years commencing from 1955-56.

## 2. Control of Parliament

The Control of Parliament over Railway Finance and policy is exercised as follows:

- (i) By means of interpellations and Resolutions and discussions when the Budget is presented, and the Railway Demands are voted upon.
- (ii) Through the Committee on Government Assurances, which scrutinises whether the assurances, promises, undertakings etc. given by the Ministers from time to time on the Floor of the Lok/Rajya Sabha have been implemented within the minimum time necessary for the purpose.
- (iii) Through the Public Accounts Committee.
- (iv) Through the Estimates Committee.
- (v) Through the Committee on Subordinate Legislation.
- (vi) Through the Members of Parliament serving on the National Railway Users' Consultative Council.

## 3. Powers and Functions of Central Government with respect to Railways

### Legislative Authority

In terms of the Article 246 read with items 22, 30 and 89 of list one of the 7th schedule of the Constitution of India, the legislative authority in respect of Railways vests exclusively in Parliament.

### Executive Authority

Executive authority with respect to Railways is derived either from an enactment of Parliament or from agreement with the companies operating the Railway.

The enactments which at present regulate construction, maintenance and operation of Railways in India are:

- (i) The Indian Tramways Act of 1886
- (ii) The Indian Railways Act of 1890 as amended from time to time.

Subject to the provisions of these enactments, the executive authority in connection with the Administration of Railways vests in the Central Government. The power of the Central Government to make rules regulating the conditions of service of persons employed on Railways is

subject to the provisions of Article 309 of the Constitution of India.

4. *Administrative Control of Government over Company and District Board Railways*

Apart from the financial control over those Company Railways in which Government has financial interest, Government has control over all Company and District Board Railways in certain spheres. By virtue of its control, Government has, *inter alia*, the authority to enforce compliance with the safety regulations and to fix the maximum and minimum rates and fares for conveyance of traffic over the whole or any part of such a Railway, and to prescribe the conditions in which such rates will apply as provided in the Indian Railways Act, 1890.

5. *Relations of the Railway Ministry with other Ministries of the Government of India, and with State Governments*

The Railway Ministry controls its own finances, but its budgetary programme of capital expendi-

ture is always linked with the overall ways and means position of the Government of India.

Orders issued by other Ministries of the Government of India in respect of several subjects such as public services, are examined and adopted by the Railway Ministry with suitable modifications wherever necessary.

Other Ministries are also consulted whenever orders contemplated by the Railway Ministry are likely to affect them. The Railway Ministry also consults Statutory bodies like the U.P.S.C., whenever such consultation is enjoined under the Constitution, or in statutory regulations.

Notwithstanding the fact that Railways are a subject of the Union, the Railway Ministry keeps the State Governments posted with information in regard to major changes in organisation and policy concerning personnel matters. Close liaison is maintained with the State Governments in regard to providing Railways with land, law and order, police, and in some cases special protection police.

## MINISTRY OF TRANSPORT AND COMMUNICATIONS

AS A RESULT of the re-organisation in some of the Ministries of the Government of India in April, 1957, the Ministries of Transport and Communications, which hitherto functioned separately, were amalgamated and designated the Ministry of Transport and

Communications. Both 'Transport' and 'Communications' became Departments in the new Ministry as indicated below:

- A. Department of Transport.
- B. Departments of Civil Aviation and Communications.

### A

#### DEPARTMENT OF TRANSPORT

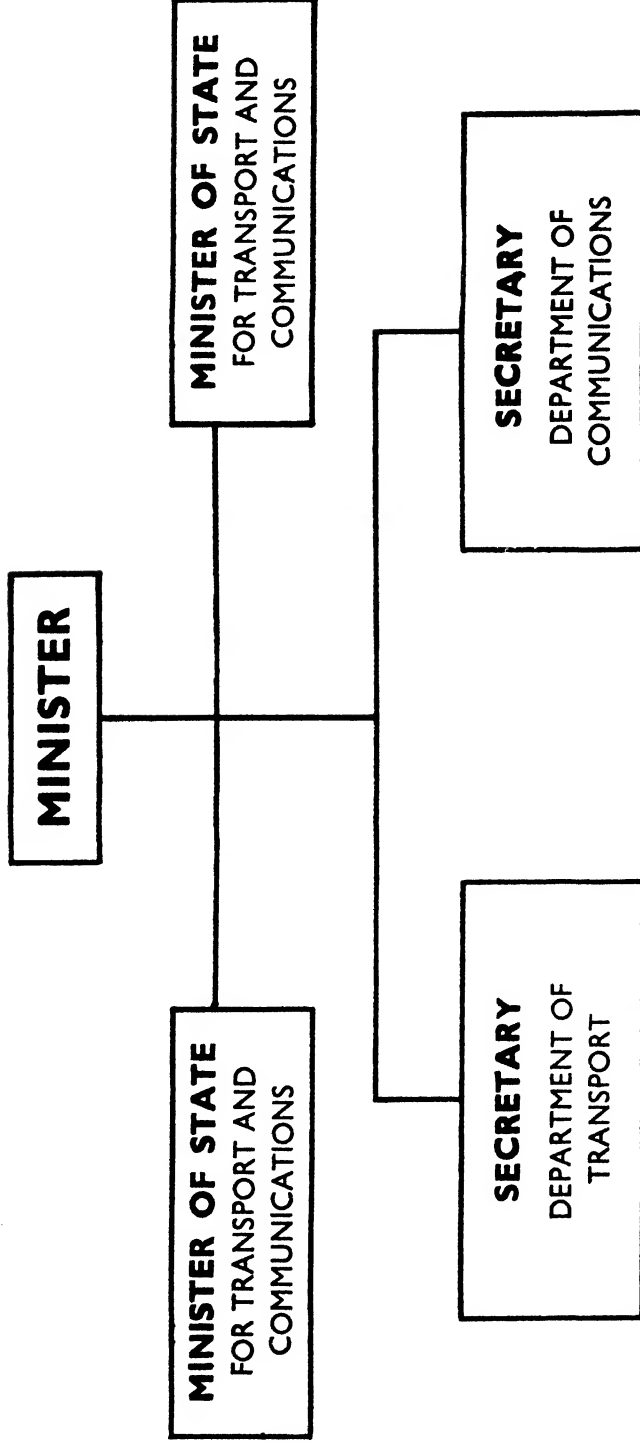
Matters connected with road development, and road and water transport were dealt with, till 1937, by the Department of Industries and Labour, while matters connected with major ports and inland water transport were dealt with by the Department of Commerce. In November of the same year, the Department of Industries and Labour was bifurcated into Department of Labour and Department of Communications. The Department of Communications was made responsible for matters relating to posts and telegraphs, civil aviation, meteorology, broadcasting, utilisation of road and inland water transport, etc. The administration of major ports which was the responsibility of the Department of Commerce was transferred to the Department of Communications in November, 1937.

In July, 1942, a separate Department for dealing with subjects pertaining to major ports, railway priorities, and utilisation of road and inland water transport was created and was designated the Department of War Transport. The creation of this Department was found possible by dividing the Department of Communications, which was formerly responsible for matters connected with transport, other than coastal and overseas shipping, into two Departments — the Department of Posts and Air and the Department of War Transport. Broadly speaking, the functions of this newly

---

*Minister for Transport & Communications*: S. K. Patil — since March 14, 1958; *Minister for Shipping*: Raj Bahadur — since April 17, 1957; *Deputy Minister for Civil Aviation*: Ahmed Mohiuddin — since April 2, 1958; *Secretary*: M. M. Philip, I.C.S. (Communications) — since January 15, 1958; *Secretary*: R. L. Gupta, I.C.S. (Transport) — since July 5, 1957.

# MINISTRY OF TRANSPORT & COMMUNICATIONS



created Transport Department were to co-ordinate the demands for transport in war time and included control of rail priorities and coal distribution. Later, the planning of exports was undertaken by this Department as a corollary to the Department's control of transport priorities. In view of the imperative need for a close co-ordination of effort between the authorities concerned with the development of railways and those concerned with the development of road communication and transport, the subjects "Central Road Fund" and "Motor Vehicles Legislation", which were originally allotted to the Posts and Air Department, were made over to the

War Transport Department from July, 1944. Coal distribution was transferred to the Department of Supply. On August 15, 1947, the Department of War Transport was designated as the Ministry of Transport. In April, 1950, the work pertaining to railway priorities was transferred to the Ministry of Railways and from February, 1951, the headings "Maritime Shipping and Navigation" and "Lighthouses and Lightships", were transferred from the Ministry of Commerce to the Ministry of Transport. Again, in April 1957, 'Transport' became a Department in the Ministry of Transport and Communications.

## II

### FUNCTIONS AND ORGANISATION

At present, the Department is responsible for the following subjects:

- (a) Road Transport (including Delhi Transport Service) and Road Development,
- (b) Major Ports,
- (c) Maritime Shipping and Lighthouses,
- (d) Inland Waterways and Inland Water Transport,
- (e) Tourism, and
- (f) Hindustan Shipyard.

#### (a) *Road Transport*

The major functions under this head are to lay down uniform principles for the taxation of motor vehicles and for the regulation of road transport all over India, including registration of motor vehicles, licensing of drivers and conduc-

tors, safety measures, insurance of motor vehicles against third party risks, nationalisation of road transport, etc. The main Central Act relating to the regulation of motor transport is the Motor Vehicles Act, 1939. That Act required substantial modifications in order to remove certain defects revealed in practice and to meet the other developments that had taken place in the field of road transport. Consequently, the Motor Vehicles (Amendment) Act, 1956 was enacted. This Act contains important provisions for the implementation of the road transport nationalisation schemes of the State Governments and also provides for the setting up of an Inter-State Transport Commission by the Central Government for the development, co-ordination and regulation of road

transport services on inter-State routes. The Department is also responsible for the administration of the Road Transport Corporations Act, 1950. This enactment was put on the statute book to enable the State Governments to set up autonomous corporations with statutory backing, in partnership with the railways, for the management of the nationalised road transport services.

Another important function in regard to road transport is the management of the Delhi Road Transport Authority which was set up under the Delhi Road Transport Act, 1950, to take over and run the road transport services in Delhi State as a nationalised undertaking. The Authority is composed of the Chief Commissioner, Delhi, as the Chairman, three official members appointed by the Central Government and three non-official members. In accordance with the provisions of the Act, the Authority refers to the Department of Transport matters relating to the nomination of the Chairman, and the members of the Authority and its Advisory Council, the appointment of the General Manager, the appointment of the Chief Accounts Officer, development schemes involving a capital expenditure exceeding Rs. 50,000, budget, audit report on the annual accounts and loans etc. The operation of the Delhi Transport Service will be transferred to the Delhi Municipal Corporation when it is constituted.

### *Road Development*

Under the Constitution, the Central Government is concerned with the following subjects relating to roads :

- (i) Highways declared by Parliament, or under law made by Parliament, to be National Highways.
- (ii) Other Roads covered by Central grants.
- (iii) Road communications declared to be of national or military importance.

With the coming into force of the National Highways Act, 1956, on 15th April, 1957, about 13,800 miles of roads which were provisionally approved by the Government of India for inclusion in a system of national highways were statutorily declared as National Highways. The cost of construction, development and maintenance of national highways is met entirely by the Central Government.

Planning and programming in respect of national highways is done by the Roads Wing of the Department. Besides, development and maintenance of roads other than national highways in the Union territories, and the N.E.F.A. is also administered by this Wing. Co-ordination of road development in the country is another important activity of the Roads Wing. This is secured by the examination in the Roads Wing of the five-year development programmes and annual plans formulated by the State Governments and advising the Planning Commission in regard to the financial outlay, phasing of expenditure, and the composition and content of the programmes.

In addition, the Roads Wing controls the Central Road Fund which is a non-lapsing fund constituted in 1929. Money from this source is provided to States by way of allocations and grants for road development works selected in accordance with certain well-defined principles.

Further, an Engineering Consultant Organisation has been built up to promote liaison between the State Public Works Departments and the Roads Wing in the planning and development of national highways and other roads. The Roads Wing is also intimately connected with all matters pertaining to road research and the devising of common standards and typical specifications covering all the technical aspects of road engineering suited to various conditions. Statistical and economic research relating to road development is also one of the important activities of this Wing. Apart from these main functions, the Roads Wing has also been examining various legal problems relating to National Highways and taking steps to bring about uniform legislation in regard to Roads.

(b) *Ports*

Under the Constitution, the administration of ports, declared by or under law made by Parliament or existing law as "major ports", is the responsibility of the Central Government. The ports, which have so far been declared as major ports are those at Calcutta, Bombay, Madras, Cochin, Kandla and Visakhapatnam. Of these, the last named which was under the control of the Ministry of Railways was transferred to the Department of Transport on 1-10-56. The major ports of Calcutta, Bombay and Madras are administered by the Port Trusts (in case of Calcutta, known as the Calcutta Port Commissioners), constituted under the respective Port Trust Acts. The ports of Cochin, Visakhapatnam and Kandla are at present administered directly by the Department

of Transport, through an Administrative Officer in case of Cochin and Visakhapatnam and a Development Commissioner in the case of Kandla. These officers are assisted by Advisory Committees. Although the Central Government under the Constitution is not responsible for minor ports, the needs of overall planning have led to the Central Government assuming a more positive role in co-ordinating the development of minor ports also. A Development Adviser has been appointed in the Department of Transport for this work.

(c) *Maritime Shipping and Lighthouses*

(i) *Maritime Shipping and Navigation* This is exclusively the concern of the Central Government and was previously under the Commerce Ministry but was transferred to this Department from February, 1951. The main activities of the Department in relation to this subject are many. The principal ones are the administration of Merchant Shipping Law and the development and expansion of Indian shipping. This involves the implementation of the Government's policy of reservation of coastal trade for Indian shipping and increased participation of Indian shipping in overseas trade. To promote this objective, Government has been giving assistance, both financial and otherwise, to the Indian Shipping Companies. In addition, the Eastern Shipping Corporation and the Western Shipping Corporation have been established in the public sector for starting new overseas services. The Department is also responsible for the training of marine engineers, executive officers and ratings, as also for post-sea training.

(ii) *Lighthouses* All work connected with the lighthouses in India is the responsibility of the Centre. Lighthouses are divided into 'General' and 'Local' according to the utility of a particular lighthouse to navigation. The superintendence and management of 'general' lighthouses is vested in the Central Government while the 'local' lighthouses are managed by local lighthouse authorities, such as State Governments and Port Trusts.

(d) *Inland Waterways and Inland Water Transport*

The inland waterways of India have had a long and distinguished record of service. The main waterways systems in the Indian Union are those centred upon Bengal, but the canals of the Mahanadi delta in Orissa, as also of the Buckingham, Godavari, Krishna and Dummagudam system in Madras, and the backwaters of the southern Malabar coast are still extensively used for transport purposes, the latter notably for the transport of coir. The waterways systems of the North-East are also of great importance.

In March, 1952, the Government of India, with the concurrence of the State Governments of U.P., Bihar, West Bengal and Assam, have set up the Ganges-Brahmaputra Water Transport Board. The Board has been set up mainly to co-ordinate the development of water transport on the entire Ganga-Brahmaputra system. It is under the control of the Department of Transport, and its functions include the development of water transport, the improvement of navigational facilities, the handling of administrative problems, such as, those

arising out of the registration and licensing, the fixing of passenger and freight rates etc.

(e) *Tourism*

The tourist traffic from abroad, besides promoting international goodwill, is an important means of earning foreign exchange without much investment. The activities of the Central Government regarding tourism were mainly directed towards promoting foreign tourist traffic. Of late, emphasis is being laid on promotion of home tourism also as a measure of social and emotional integration of the people. Apart from the organisational aspect, the functions of the Tourist Division involve intensive publicity through various media such as published literature, i.e. guide books, folders, inserts, maps, posters, etc., films, window displays, advertising, bringing out magazines, feature articles, lectures, personal contacts and the like. Continuous efforts are made to arrange relaxation of formalities and rules irksome to the tourists. The Tourist Division has a plan costing about Rs. 4.33 crores for the provision of amenities in the form of accommodation, canteens, and transport for reaching important tourist centres in out of the way places. Grants are also given to States for improvement of short stretches of roads leading to tourist centres in cases where the projects are not justified on other grounds. There is a provision of Rs. one crore for this purpose in the Second Five-Year Plan. The number of foreign tourists increased from 20,000 in 1951 to 68,880 in 1956. The foreign exchange earned from this source during 1956 was Rs. 15.45 crores.

(f) *Hindustan Shipyard Limited*

Matters concerning Hindustan Shipyard Limited were formerly being administered by the late Ministry of Production. As a result of the abolition of the Ministry of Production from April 17, 1957, this subject has been transferred to the Department of Transport.

Shipbuilding has undoubtedly an important place in any balanced programme of industrial development. Accordingly, the Scindia Shipyard at Visakhapatnam, handicapped in its development by many factors, was selected by the Government of India as being suitable for State participation. In furtherance of this decision, the Hindustan Shipyard Ltd., a private limited company, was incorporated in January, 1952. The new Company took over the yard in March, 1952, at a valuation of Rs. 272 lakhs. This Company is managed by a Board of Directors which consists of nine nominees of Government including the Chairman and Managing Director and four nominees of Scindias. The Government has sanctioned a programme for the development of the shipyard costing Rs. 203·89 lakhs, based primarily on the recommendations of a French firm of technical experts. Under the present programme,

the Shipyard has the capacity to build three to four ships a year with scope for expansion.

The Department of Transport consists of a Secretariat and a number of subordinate offices under its control. It has no attached office. The Department is divided into two Wings, the Roads Wing dealing with all matters relating to the construction and development of roads and the Transport Wing dealing with all other subjects.

SECRETARIAT

The Secretariat staff consists of:

Secretary	1
Joint Secretary and Director-General of Shipping	1
Development Adviser and ex-officio Joint Secretary	1
Consulting Engineer (Road Development), and ex-officio Joint Secretary	1
Deputy Secretaries	7
Deputy Secretary and Private Secretary to Minister	1
Under Secretaries	13
Officer on Special Duty	1
Section Officers	38

III

SUBORDINATE OFFICES AND OTHER UNITS

1. *Directorate-General of Shipping*

The Directorate-General of Shipping was set up in September, 1949, with headquarters at Bombay. It deals with all matters connected with the execution of the policy of Government affecting mer-

chant shipping and navigation, administration of the merchant shipping laws, measures to ensure safety of ships at sea, rules and regulations concerning recruitment and conditions of service of Indian seamen, promotion of their

welfare, provision of facilities for their training, etc.

The following subordinate offices are under the administrative control of the Director-General of Shipping:

- (a) Mercantile Marine Departments — Calcutta, Bombay and Madras; (with a branch each at Visakhapatnam and Cochin)
- (b) Shipping Offices — Calcutta and Bombay
- (c) The Seamen's Welfare Offices — Calcutta and Bombay and Australia
- (d) Seamen's Employment Offices — Bombay and Calcutta
- (e) Training Institutions
- (f) Regional Offices (Sailing Vessels) — Bombay, Masulipatam and Tuticorin

(a) *Mercantile Marine Department*

It consists of three main Districts — Calcutta, Bombay and Madras — each with a Principal Officer and a staff of Surveyors. It has two sub-districts at Visakhapatnam and Cochin, each with an Engineer and Ship Surveyor, who are directly under the administrative control of the Principal Officer, Madras. This Department is responsible for the administration of the merchant shipping laws, survey and inspection of sea-going vessels and holding of examinations for certificates of "Competency" in the mercantile marine.

(b) *Shipping Offices*

There are, at present, two shipping offices, one at Calcutta and the other at Bombay. There is no separate shipping office at Madras, and the duties of the Shipping

Master at that Port are performed by the Principal Officer, Mercantile Marine Department, Madras. The shipping offices are responsible for ensuring that seamen are engaged and discharged in the manner prescribed by law.

(c) *Seamen's Welfare Organisations*

There are Seamen's Welfare Offices at the ports of Calcutta, Bombay and Madras. The offices at the ports of Calcutta and Bombay are under the charge of the Principal Seamen's Welfare Officer, while at Madras, the Principal Officer, Mercantile Marine Department is the head of the office. There is a Seamen's Welfare Officer at Sydney to look after the welfare of seamen visiting Australian Ports. There are 3 Seamen's Welfare Officers in the U.K. who are under the Administrative Control of the Indian High Commission in U.K.

(d) *Seamen's Employment Office*

New Offices for the recruitment of seamen through Government agency have been set up at Bombay and Calcutta with a view to regularise seamen's recruitment on foreign articles. This scheme has been devised as a result of recommendations of the various committees such as "The Clow Committee", "The Royal Commission on Labour", "The Boodmer-Adarkar Report on Social Insurance for Indian Seamen", "The I.L.O's Mission of Enquiries", etc., which pointedly drew the attention of the Government of India to the prevalence of abuses and malpractices in the existing methods of recruitment. From September, 1957, the recruitment of Seamen in Home Trade Vessels of more than 300 tons is also being

regulated by the Seamen's Employment Office at Bombay.

(c) *Training Institutions*

*Training ship DUFFERIN*

This training ship is located off Mazagon Pier, Bombay. It provides facilities for the pre-sea training of nautical cadets. The course of training is for two years and the annual in-take of cadets is sixty.

*Training ships BHADRA, MEKHALA and NAULAKHI*

The emergency scheme for the pre-sea training of Merchant Navy Ratings, which was originally sanctioned for a period of six months from the 10th June, 1950, has since been sanctioned on a long term basis. MEKHALA is stationed off Visakhapatnam and BHADRA at Calcutta. The course of training is for three months and the intake per course in the BHADRA and MEKHALA is fifty and forty trainees respectively. In June, 1955, a third institution for the training of ratings in the NAULAKHI, was set up at the port of Navlakhi which trains 50 boys per month.

*Nautical and Engineering College, Bombay*

This college provides short and intensive tutorial training course to candidates preparing for advanced professional examinations both in the executive and the engineering branches of the Mercantile Marine.

*Directorate of Marine Engineering Training*

The Directorate has its headquarters at Calcutta and a branch at Bombay. It arranges for workshop training for three years for selected boys and follows it up

with one year's advanced and intensive course in Marine Engineering. The workshop training is closely supervised by the Directorate and arrangements have also been made for the provision of theoretical instruction in evening classes during the three-year period. At present, the Directorate admits 50 boys per year (30 at Calcutta and 20 at Bombay).

This Directorate is headed by a Director (headquarter at Calcutta), who is assisted by two Deputy Directors (one at Calcutta and another at Bombay).

(f) *Regional Sailing Vessels Organisations*

These Organisations have been set up to promote the development of the Sailing Vessels industry.

2. *Department of Lighthouses and Lightships*

For the administration of "general" lighthouses, the Department of Lighthouses and Lightships was established in the year 1929. This Department is headed by the Director-General of Lighthouses and Lightships and its headquarters are located in Delhi. The Director-General is assisted by 4 District and 4 Regional Officers, namely Directors of Lighthouses and Lightships, and Resident Engineers, with their headquarters at Jamnagar, Bombay, Madras and Calcutta. For the purpose of administrative control, the entire coastline of India including Andamans is divided into 4 Lighthouses Districts, viz., Saurashtra-Kutch, Bombay, Madras and Calcutta. The Department has got a fleet of one lighthouse tender and 4 motor launches for tending lighthouses, laying buoys, etc. There are also three Lighthouse Workshops located at Jamnagar, Bombay and

Madras for attending to the overhaul, repairs, etc. to the lighthouse equipment belonging to the Department of Lighthouses and Lightships and the various local lighthouse authorities.

The Department of Lighthouses and Lightships is maintained on a commercial basis and its revenue is derived from the light dues levied on ships visiting Indian ports.

### 3. *Cochin and Visakhapatnam Port Administrations*

According to the new Constitution, the ports of Cochin and Visakhapatnam are being administered directly by the Central Government. Each Port is under the charge of an Administrative Officer, who is assisted by an Advisory Committee, and the whole organisation functions as a subordinate office of this Ministry. The accounts relating to the expenditure and revenue of the ports are kept separate from the Government accounts (subject to the scrutiny of the Ministry of Finance). The port establishment consists of the Administrative Office, the Engineering Department, the Marine Department, the Traffic Department, and the Accounts Department.

### 4. *Office of the Development Commissioner, Kandla Port*

With the partition of India, the pressure on the Port of Bombay increased heavily. The Government of India appointed the West Coast Major Port Development Committee, which recommended, in 1948, that Kandla should be developed as a Major Port to serve Central and North-West India. This recommendation was accepted by the Government of India

and the Office of the Development Commissioner, Kandla Port was established. This office is responsible for the development of Kandla as a Major Port. The organisation is under the overall control of the Development Commissioner and is broadly divided into two wings, viz., (i) the Capital side, and (ii) the Revenue side. The main function of the "Capital side" of the organisation is to undertake the construction of a Major Port at Kandla which is estimated to cost about Rs. 18 crores. The entire expenditure on the construction will be met by the Central Government. The "Revenue side" is concerned with the administration of the existing port of Kandla. The expenditure relating to this side of the organisation is met from the Kandla Port Fund, which is distinct from the revenues of the Central Government.

### 5. *Regional Tourist Offices*

Considering the importance of tourism as a vital industry and in order to promote tourism in India, the Central Government has opened four Regional Offices at the major ports of entry, viz., Bombay, Delhi, Calcutta and Madras. Tourist Information Offices have also been opened at Simla, Jaipur, Agra, Banaras, Aurangabad, Darjeeling, Bangalore, Ooty, Bhopal (Sanchi), Bhuvaneswar and Cochin. There are also seven Tourist Offices abroad at New York, San Francisco, London, Paris, Colombo, Melbourne and Frankfurt. The staff in the Regional Offices generally consists of a Regional Tourist Officer, an Assistant Regional Tourist Officer and a handful of information and clerical staff, and that in Tourist Information Offices consists of

a Tourist Reception and Information Officer, a Receptionist and one or two clerks and a peon. The same is the staff position in the tourist offices abroad. The main functions of these tourist offices are to organise tourist promotional

activities, disseminate tourist information, maintain close contact with the travel trade, and provide tourist guides, prepare tourist itineraries when requested, and distribute tourist literature to the intending visitors.

#### IV

### ADVISORY BODIES

Some of the important Advisory Bodies operating in this Department are as follows:

#### 1. *Central Board of Transport*

The main functions of the Central Board of Transport are to ensure the maximum co-ordination of all forms of transport, to co-ordinate the planning and execution of transport development, to watch and stimulate progress in the execution of plans and to consider major transport problems that arise from time to time. This Board was first constituted in January, 1947, and reconstituted again in 1948. It consists of the Minister for Transport and Communications as Chairman, the Minister for Commerce and Industry as Vice-Chairman and the Chairman of the Railway Board, the Secretaries and Joint Secretaries to the Government of India in the Ministries of Transport and Communications, Commerce and Industry, Defence, Finance, etc., as members. The Deputy Secretary of the Department of Transport, dealing with the subject, functions as the Secretary to the Board.

There is also a Standing Committee of the Central Board of Transport, which was constituted in January, 1948, and

reconstituted in June, 1956. The reconstituted Committee is a high-powered functional body and consists of Transport Secretary as Chairman, and Secretaries/Joint Secretaries of the Ministries of Steel, Mines and Fuel, Commerce and Industry, Food and Agriculture, Defence, Works, Housing and Supply, Finance, Railways, Irrigation and Power and the Planning Commission as members. The main function of the Standing Committee is to survey the day-to-day transport needs of the country and to recommend the best means of meeting them and to obtain production targets with a view to planning the required transport development.

#### 2. *Transport Advisory Council*

The Chief functions of the Transport Advisory Council are to make recommendations in order to evolve a policy for the development of a co-ordinated transport system and for giving effect to that policy.

The Council consists of the representatives of the Central and the State Governments. The Central Government nominates not more than 22 members, who ordinarily include the Ministers in charge of the matters relating to

transport and communications, and the members and the Secretary of the Central Board of Transport.

### 3. *National Harbour Board*

The National Harbour Board advises the Department on matters of general policy relating to port management and development. The Board appoints sub-committees whenever necessary to go into specific questions.

This Board was created in 1950, and consists of the Minister for Transport and Communications as Chairman; the State Ministers for Transport of Madras, Bombay, West Bengal, Orissa, Andhra, Saurashtra, Travancore-Cochin; the Secretaries to the Ministries of Transport, Communications, Industries and Commerce, Defence; the representatives of the Ministries of Railways and Finance; the Director General of Shipping; the General Manager, Eastern Railway; the Chief Commissioner of Kutch; the Chairmen of Calcutta, Madras and Bombay Port Trusts; the Administrative Officer, Cochin Harbour; the Development Commissioner, Kandla; and the representatives of Trade and Industry, Shipping, Labour and Sailing Vessels Industry as Members.

### 4. *Central Advisory Committee for Lighthouses*

This Committee advises on matters concerning the erection or position of new lighthouses, and addition, alteration or removal of existing lighthouses. It is a statutory body created in 1929. The members of the Committee are nominated by the Government of India in consultation with the bodies and interests represented. The Secretary, Department

of Transport acts as its Chairman. The Director General of Shipping, the Nautical Adviser to the Government of India, the Deputy Secretary, Department of Transport (in charge of Lighthouse Division), the representatives of the Ministry of Finance, the Federation of Indian Chambers of Commerce, the Indian National Steamship Owners' Association and the Government nominees representing Indian Shipping and Sailing Vessels interests are Members. The Director General of Lighthouses and Lightships is the Member-Secretary to the Committee.

### 5. *National Welfare Board for Seafarers*

The National Welfare Board for Seafarers was set up in August, 1955 to advise Government on all matters relating to the welfare of Indian Seamen. It is re-constituted every two years. The Minister for Transport and Communications is the Chairman of the Board. It consists of 32 members. Representation is given on the Board to various Ministries of the Central Government, Maritime State Governments, Port Authorities, Seafarers' and Shipowners' Associations. Members of Parliament are also appointed on the Board.

### 6. *Governing Body, Training Ship DUFFERIN*

The main function of this Governing Body is to advise the Government on all matters pertaining to the administration of the training ship DUFFERIN. This executive body was created in 1927. The Minister for Shipping acts as its Chairman. It consists of 13 members. Representation is given, on this Body, to shipowners, Bombay Port Trust Board,

Dufferin Old Cadets Association and the Maritime Union of India.

7. *Consultative Committee of Indian Shipowners*

This Committee advises the Government of India on matters of general policy relating to Indian shipping. It consists of six members nominated by the Indian National Steamship Owners' Association, not more than two nominated from amongst the small shipping companies and a representative each of the Eastern Shipping Corporation Ltd., and the Western Shipping Corporation (P) Ltd. Recently, Government has agreed to the nomination of a representative of the Sailing Vessels industry on this committee.

8. *Seamen's Employment Board, Bombay and Calcutta*

The main functions of the Board are generally to assist the Government in matters relating to recruitment, promotion, etc., of the seamen. This statutory body consists of five nominated members representing the Government, the ship-owners and the seamen.

9. *Tourist Traffic Advisory Committees*

The function of these Committees is to advise Government in their task of promotion of tourism in the country. In order to enlist the assistance of travel trade in the task of tourist traffic development, and to associate public opinion, five Advisory Committees have been set up, one known as the Central Tourist Traffic Advisory Committee at the Centre and four others known as Regional Tourist Traffic Advisory Committees in the four regions at Delhi, Bombay,

Calcutta and Madras. Representatives of Travel Agents, Hotel Associations, Airlines, Shipping Companies, Taxi Owners and Automobile Associations (last three are not on the Central Tourist Traffic Advisory Committee) are nominated to the Committees.

A number of States have formed State Committees and local committees at important tourist centres.

10. *Consultative Committee of Overseas Shipping Interests*

This Committee consists of two representatives each of the Bombay and Bengal Chambers of Commerce, two representatives of Indian Shipping Companies, and one representative of the Oil Industry Supply Committee. The Committee serves as a forum to discuss matters connected with overseas trade such as shipping space availability, freight rates, etc.

11. *Deck Passenger Welfare Committees, Bombay, Calcutta, Madras and Nagapatnam*

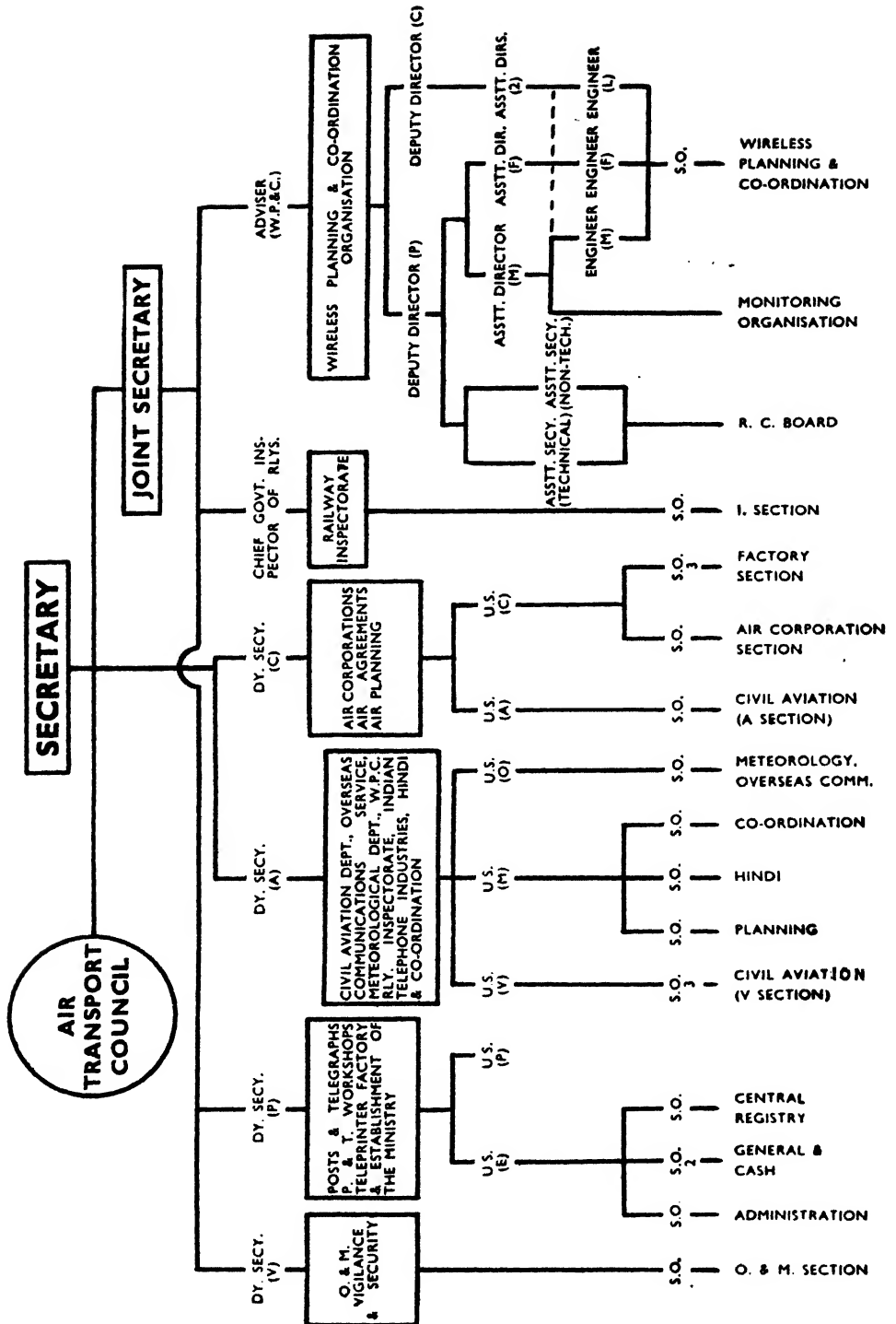
The Deck Passenger Welfare Committees, Bombay, Calcutta and Madras, which were appointed originally in May, 1954 have now gone out of office and it is proposed to reconstitute these Committees shortly and also to set up a new Committee at Nagapatnam.

These Committees are advisory bodies and were set up mainly for the purpose of looking after the convenience and comfort of deck passengers and to act as liaison bodies between the passengers on the one hand and the Shipping Companies and other authorities on the other.

These Committees are composed of officials and non-officials, i.e., the

# DEPARTMENT OF COMMUNICATIONS

AS ON 16-6-57



Principal Officer, Mercantile Marine Department of the District concerned as Chairman, and the Protector of Emigrants, a representative of the Commissioner of Police, a representative of the Port Trust concerned, the Port Health Officer, and three non-official Members, one of whom is to be preferably a lady member. There is one M.P. on each of the Committees nominated by the Minister.

Subordinate Offices	2,712
Others	584

The important publications of the Department are as follows :

1. *Report of the Study Group (Transport Planning)*
2. *Report of the Deck Passenger Committee*
3. *Report of the Port and Shipping Statistics Committee*
4. *Report of the Rail-Sea Co-ordination Committee*
5. *Annual Administration Report*

Besides, a number of casual publications on a variety of matters like *Baggage Rules for Tourists*, *Trekking in India*, *Where to Stay in India (A Hotel Guide)*, etc., are published from time to time.

TOTAL STRENGTH OF STAFF	
Secretariat	785

## B

### DEPARTMENTS OF CIVIL AVIATION AND COMMUNICATIONS

Out of Civil Aviation and Communications, the former is a development following the First World War. The subject of Civil Aviation was formally added to the portfolio of the Department of Commerce and Industries in 1919 which used to receive advice in important matters relating to Civil Aviation from an ad hoc Body called the Indian Air Board and assistance in regard to technical matters, e.g., the work of inspection, from the Royal Air Force. In 1921, 'Civil Aviation' and 'Posts' and 'Telegraphs' were transferred from the Department of Commerce and Industries to the Department of Public Works. This arrangement worked for about two years and in 1923, the subjects 'Civil Aviation' and 'Posts' and 'Telegraphs' were brought under the control of the Department of Industries and Labour, which was formed on the recommendation of the Inchcape Committee by a merger of the Public Works

Department with the Department of Industries. At this time there was no officer employed exclusively in Civil Aviation work. However, after some time, the need was felt for a special organisation for controlling the work pertaining to Civil Aviation in India. This need was further accentuated after the signature by India of the International Convention for Air Navigation, 1919, and with the growing realization of India's role in International Civil Aviation. Accordingly, in January, 1927, a full-fledged Civil Aviation Branch was created in the Department of Industries and Labour. A Director of Civil Aviation and some Secretariat staff to assist him were also appointed for the control and development of civil aviation. After about nine years, in April, 1936, the Branch was converted into a Directorate. The Directorate of Civil Aviation was made an Attached Office under the Department

of Industries and Labour in April of the same year.

As a result of the bifurcation in November, 1937 of the Department of Industries and Labour into: (1) Department of Labour, and (2) Department of Communications, the Branch dealing with Civil Aviation was transferred to the latter Department. In July, 1942, the Communications Department was bifurcated into two Departments, namely, the Department of Posts and Air and the Department of War Transport. The Department of Posts and Air was made responsible for work relating to civil aviation. This arrangement lasted only for four years and again in 1946, the Department of Posts and Air was re-designated as the Department of Communications.

As for Communications, the two major services administered by this Department, viz., 'Posts' and 'Telegraphs' are century-old undertakings. Before 1870, these subjects were administered by separate sections under the control of the Public Branch of the Home Department. After 1870, these subjects were transferred to the Public Works Department. On the division of the Public Works Department into two branches — one dealing with 'Railways' and the other with 'Irrigation and Civil Works' — 'Posts' and 'Telegraphs' were placed under the control of the latter branch. Previous to 1905, for some years, 'Posts' was also placed under the Finance Department while 'Telegraphs' continued to remain with the Public Works Department. In 1905, the branches dealing with 'Posts' and 'Telegraphs' were brought under the control of the Department of Commerce

and Industries. Up to 1913, both 'Posts' and 'Telegraphs' continued to be under the immediate charge of the Director-General of Posts and the Director-General of Telegraphs respectively. In 1913, the two Branches were amalgamated into a combined organisation of Posts and Telegraphs under one Director-General. In 1921, along with Civil Aviation, 'Posts' and 'Telegraphs' were re-transferred to the Department of Public Works. This arrangement lasted for two years and in 1923, Posts and Telegraphs and Civil Aviation were brought under the Department of Industries and Labour, which was formed, on the recommendation of the Inchcape Committee, by the merger of the Public Works Department with the Department of Industries. Further, the Central Meteorological Organisation which had been set up in 1875, was also brought under the Department of Industries and Labour.

This position continued till November, 1937, when the Department of Industries and Labour was bifurcated into two Departments, namely, the Department of Labour and the Department of Communications and the subjects Posts and Telegraphs, Civil Aviation, Meteorology, Ports, Broadcasting, Inland Water Transport and Roads were made over to the charge of the latter Department. In May, 1941, the Department of Communications took over the work of Railway Inspection also from the Railway Board. In October, 1941, as a result of the creation of the Department of Information and Broadcasting, 'Broadcasting' was transferred from the Department of Communications to the Department of Information and Broadcasting. Again in July, 1942, the

Communications Department was bifurcated into two Departments, namely, the Department of Posts and Air and the Department of War Transport. The Department of Posts and Air was made responsible for matters relating to Civil Aviation, Posts and Telegraphs, Meteorology, Railway Inspectorate, Central Roads Fund etc. Roads Organisation remained under the Posts and Air Department till 1944, when it was transferred to the late Department of War Transport. In 1946, the Department of Posts and Air was re-organised and re-designated as the Department of Communications. In August, 1947, the Department of Communications was designated the Ministry of Communications under the charge of a Cabinet Minister.

India's Overseas Tele-Communications Services, which were being operated by private Companies, were nationalised in January, 1947, and came under the direct control of the Ministry of Communications. With a view to enabling India to be self-sufficient in regard to her needs of Telephone Equipment, a Factory was established at Bangalore with foreign assistance in July, 1948. The Factory was converted into a Private Limited Company in 1950 under the name Indian Telephone Industries (Private) Limited, and was placed under the control of the Ministry of Communications. The year 1952 saw the addition of a new item of

work to the Ministry, namely, Wireless Planning and Co-ordination which was introduced with a view to taking action to plan India's Radio Services according to new International Regulations which had come into force, so as to protect them from harmful international interference and to provide facilities for future expansions. In 1953, in accordance with the decision of the Government of India to nationalise the Air Transport Industry, two Air Corporations were set up under the Air Corporations Act, 1953, one to operate internal services in India and services to neighbouring countries, and the other to operate the international air services. An Air Transport Council was also set up in 1955, to advise the Government of India on matters connected with air transport. In August, 1956, the Ministry took over under its direct control the work relating to the Workshops of the Posts and Telegraphs Department at Bombay, Calcutta and Jabalpur.

The set-up of the Ministry of Communications continued like this till April, 1957, when the Ministry of Communications and the Ministry of Transport were amalgamated into one Ministry called the Ministry of Transport and Communications under the charge of a Cabinet Minister, with separate wings named the Department of Transport and the Departments of Civil Aviation and Communications.

## II

### FUNCTIONS AND ORGANISATION

The Departments of Civil Aviation and Communications in the Ministry of Trans-

port and Communications are responsible for the administration of:

- (i) Civil Aviation and Air Transport Industry
- (ii) Posts and Telegraphs and Telephone Industries
- (iii) Meteorology
- (iv) Railway Inspection
- (v) Overseas Communications
- (vi) Wireless Planning and Co-ordination

These subjects are administered through the undermentioned organisations, the Heads of which are indicated against each:

Civil Aviation Department (Director-General of Civil Aviation)

Air Transport Industry (Indian Airlines and Air-India International Corporations)

Posts and Telegraphs Department (Director-General, Posts and Telegraphs)

Wireless Planning and Co-ordination Organisation (Adviser, Wireless Planning and Co-ordination)

India Meteorological Department (Director-General of Observatories)

Overseas Communications Service (Director-General, Overseas Communications Service)

Railway Inspectorate (Chief Government Inspector of Railways)

Indian Telephone Industries Private Ltd. (Managing Director, Indian Telephone Industries Private Ltd.)

The Departments of Civil Aviation and Communications consist of a Secretariat, two Attached Offices and three Subordinate Offices. The Office of the Chief Government Inspector of Railways operates as a part of the Department, although it has independent functions to perform. Further, a State Undertaking,

the Indian Telephone Industries, is under the administrative control of this Department, as also the two Airline Corporations which operate scheduled air services within the country and abroad.

The entire Ministry of Transport and Communications is headed by a Cabinet Minister (Minister for Transport and Communications), assisted by two Ministers of State, who are designated as the Minister for Shipping and the Minister for Civil Aviation respectively.

#### SECRETARIAT

*(Departments of Civil Aviation and Communications)*

The Secretariat staff consists of:

Secretary	1
Joint Secretary	1
Deputy Secretaries	4 [including one Vigilance Officer]
Under Secretaries	8 [including one for welfare work]
Section Officers	21 [including one Progress Officer for Planning Section and one Assistant Secretary (Non-technical) for Radio and Cable Board]

The Secretariat is broadly divided into seven Divisions, viz., Civil Aviation; Wireless Planning and Co-ordination; Meteorology; Overseas Communications; Indian Telephone Industry; Railway Inspectorate; Establishment and General. It is further sub-divided into fifteen

Sections, one of which deals with the work of Railway Inspectorate and the remaining fourteen with the work of six other Divisions.

## III

## ATTACHED OFFICES

A short description of the Attached Offices of the Departments of Civil Aviation and Communications in the Ministry of Transport and Communications, is given below :

1. *Directorate-General of Civil Aviation*

The need for a separate Directorate for Civil Aviation, separating the Secretariat work of the Civil Aviation office, to deal with matters concerning the executive functions of the Director of Civil Aviation under the Indian Aircraft Rules, 1920, and further Rules framed thereafter, was being keenly felt for some years, but it was only in April, 1936, that a separate Civil Aviation Directorate was set up as an Attached Office under the control of the Department of Industries and Labour.

The organisation of the Civil Aviation Directorate before the War consisted of a Director of Civil Aviation, a Deputy Director and some other technical and clerical staff. Towards the end of the War, it became necessary for the Directorate to direct and control the rapidly increasing growth of India's civil aviation activity both in the national and international fields. Accordingly, some amount of re-organisation was effected in the Civil Aviation Directorate and the re-organised Directorate was placed under the charge of a Director-General, assisted

by two Deputy Directors-General and other staff. The functions of the Directorate-General were distributed among seven functional Directorates, each responsible for different branches of civil aviation activity.

Although the overall co-ordination and management of the Indian Air Force lies separately with the Ministry of Defence, assisted by the Chief of Air Staff, civil aviation is not entirely unconnected with military aviation. During the Second World War, the entire resources of the civil aviation in India, both as regards personnel and equipment, were organised for defence purposes. After the end of the War, the personnel and a large number of aerodromes released by the Air Force were utilised in organising post-war civil aviation. To facilitate the co-ordination of policy with regard to civil and military aviation, and to maintain the necessary liaison, a Standing Committee was constituted comprising senior officers of the Ministries of Defence and Communications. There is also an informal Consultative Committee on communications composed of the Members of Parliament and its functions are purely advisory. The Members of the Committee are elected by the Members of Parliament and the Minister in charge of Communications presides over the meetings of the Committee.

The Directorate-General of Civil Aviation has on its staff the following officers :

Director-General	1
Deputy Directors-General	2
Directors	7
Chief Inspector of Flying	1
Chief Inspector of Accidents	1
Deputy Directors	13
Gliding Adviser	1
Assistant Directors	20
Inspector of Accidents	1
Other Officers	30
Section Officers (including Grade II and III)	21

The Directorate-General is divided into a number of Directorates and administrative branches :

(i) *Directorate of Administration*

A Director of Administration is the head of this Directorate. He is assisted by a Deputy Director, four Assistant Directors and various other staff. All questions concerning the administration of the Department as a whole including budgetary and establishment matters are dealt with in this Directorate.

(ii) *Directorate of Air Transport*

This Directorate is essentially a post-War creation. It exercises control over all current Air Transport Corporations, operating scheduled and non-scheduled flights. This involves control of and supervision over the activities of all the Air Transport Companies, registered in India. In addition to these, a certain amount of control is exercised over the operations of foreign airlines operating to or across India. A Director is the head

of this Directorate. He is assisted by a Deputy Director, several Assistant Directors and other staff.

(iii) *Directorate of Training and Licensing*

This Directorate is responsible for organising and providing necessary facilities for training in civil aeronautical subjects. It maintains and operates a training centre at Allahabad, which conducts training courses for the personnel in Aeronautical Wireless Service, Ground Engineering, and also trains Flying and Aerodrome personnel. Attached to it there is a Repair and Overhaul Organisation essentially in support of the flying training at the Centre. This Directorate also controls the activities of existing Flying Clubs and the Delhi Gliding Club. It is also responsible for sanctioning subsidies to professional societies connected with aviation, including the Aero Club of India and the Aeronautical Society of India.

The Licensing Branch of this Directorate is responsible for the issue and renewal of licences to aircraft crew, namely, pilots, navigators, radio operators, etc., and the framing of regulations for the licensing of air crew and disciplinary action against such personnel in the event of a breach of the rules. This Directorate consists of a Director, assisted by two Deputy Directors, several Assistant Directors and various other operational and clerical staff.

(iv) *Directorate of Aeronautical Inspection*

This Directorate consists of a Director, assisted by a Deputy Director, Aircraft Inspectors, Examiners of Personnel, an Inspector of Accidents and various

other scientific and clerical staff. It exercises its functions through the medium of inspection staff organised into four regional groups with headquarters at New Delhi, Bombay, Calcutta and Bangalore. Several subordinate Inspection Offices have been established at Begumpet (Hyderabad), Bramaruli (Allahabad), Barrackpore (West Bengal), respectively. This Directorate carries the important responsibility of ensuring airworthiness of aircraft, which entails also the inspection of materials from their origin to their incorporation in the aircraft, inspection of the daily maintenance and overhaul of aircraft and engines, and the licensing and supervision of the personnel and organisations engaged in the work. It also assists the Air Transport Licensing Branch with the technical advice concerning the engineering organisation of the various companies applying for licences to operate regular air transport services.

(v) *Directorate of Air Routes and Aerodromes*

This Directorate employs one Director, three Deputy Directors, several Assistant Directors and various other staff. It is responsible for the administration and regulation of aerodromes, the organisation of the flying control service and search and rescue operations, the provision, maintenance and operation of aerodrome equipment, execution of works as well as their planning and inspection, and licensing of aerodromes, acquisition and leasing of land to aerodromes, etc., and co-ordination of work connected therewith. The maintenance and overhaul of aerodrome lighting and motor transport equipment are looked after by

a small electrical and mechanical division attached to the Directorate.

(vi) *Directorate of Communications*

The Aeronautical Communications Service has been organised on a basis similar to the air routes and aerodromes organisation, i.e., with four Controllers of Communications, each in charge of a region controlling the various communication stations in the region. These communication centres are mostly located at the aerodromes. In addition to these Regional Controllers, there are two more Controllers in this organisation who are in charge of the: (i) Central Radio Stores Depot, New Delhi, and (ii) Radio Construction and Development Unit, New Delhi. The Directorate is headed by a Director, who is assisted by several Deputy Directors, Assistant Directors and other staff in the discharge of his duties.

(vii) *Directorate of Regulations and Information*

This Directorate is concerned with work relating to International Civil Aviation Organisation, other international organisations and foreign aeronautical authorities, implementation of international conventions, standards, practices and procedures, preparation and negotiation of air transport agreements with foreign countries, preparation of rules and regulations, collection and dissemination of navigational information, compilation of Notices to Airmen, maps and charts and preparation and publication of departmental reports, etc. As India is a member of the International Civil Aviation Organisation, it has a permanent representative at the headquarters of the organisation at Montreal, liaison with whom is

maintained by this Directorate. This Directorate is under the charge of a Director, who has various other staff under him.

(viii) *Directorate of Research and Development*

It is mainly concerned with investigation into problems of airworthiness and safety in air transport operations, approval of design organisations, grant of prototype and production certificates of aircraft, aircraft power plants, and aeronautical equipment designed in India, study and interpretation of current Design, Airworthiness and Operations Safety Standards, and formulation of these standards for domestic application, approval of major structural modification, scientific investigation of accidents, development of indigenous aircraft materials and components, study of economics and problems of operation of modern transport aeroplanes and helicopters, promotion of scientific research and education in aeronautics, and development of gliders, etc.

2. *Directorate-General, Posts and Telegraphs*

'Posts and Telegraphs' is the second largest State Undertaking and public utility service in India, being next only to the Railways. The Department of Posts and Telegraphs functions as a commercial-cum-utility service undertaking but unlike the practice obtaining in the case of the Railways, its finances have not been separated from the general revenues of the Central Government. The working expenses (inclusive of appropriations to the Renewal, Reserve and Telephone Development Funds), as well as the interest on the Capital invested

in the service, are deducted from the gross receipts. Out of the surplus, an outright contribution is made to the general revenues and the rest is maintained as a balance to the credit of the Department. The Department, however, receives a rebate on such accumulated surplus.

The Department of Posts and Telegraphs is headed by a Director-General, who is assisted by a Posts and Telegraphs Board of which he is the Chairman. The other members of the Board are the Chief Engineer, Telegraphs, the Senior Deputy Director-General, Posts and Telegraphs and the Financial Adviser, Communications. The Chief Engineer is the technical adviser of the Director-General on Telecommunication matters, while the Senior Deputy Director-General fulfils a similar function in respect of the Postal and R.M.S. Branches.

The Directorate-General is primarily responsible for the postal, telegraph, telephone and wireless communications in the country. In addition, it has to look after certain agency functions like Post Office Savings Bank, National Savings Certificates, Postal Life Insurance, Collection of Broadcasting Receiver Licence fees and anti-piracy work relating thereto, on behalf of other Departments of Government.

For administrative convenience, the country has been divided into 13 territorial units, 12 of which are Posts and Telegraphs Circles, viz., West Bengal, Bihar, U.P., Punjab, Bombay, Central and Madras Circles, each under a Postmaster-General; Assam, Orissa, Rajasthan, Andhra and Hyderabad Circles, each under a Director of Posts &

Telegraphs; and one is a Postal Circle at Delhi under a Director of Postal Services. Four Telephone Districts have been set up in the cities of Calcutta, Bombay, Madras and Delhi. In addition to these, six administrative units on a functional basis have also been set up, viz., one unit under the Additional Chief Engineer, P. & T., at Jabalpur; a second unit under

the General Manager, P. & T. Workshops at Calcutta; a third unit under the Chief Controller of Telegraph Stores at Calcutta; a fourth unit under the Director of Postal Life Insurance at Delhi; a fifth unit under the Superintendent, Forms Stores & Seals at Aligarh and a sixth unit under the Superintendent, Forms Stores at Calcutta.

#### IV

### SUBORDINATE OFFICES

A short description of the Subordinate Offices of the Departments of Civil Aviation and Communications is given below:

#### 1. *Meteorological Department*

The Meteorological Department is responsible for the establishment and working of meteorological observatories and for the supply of weather reports and forecasts to various Government Departments and public bodies. The Department was established in 1875. It is headed by a Director-General of Observatories, who is assisted by five functional Deputy Directors-General, two at Delhi, two at Poona and one at Kodaikanal. Besides, there are other technical and clerical staff. The two Deputy Directors-General in Poona are responsible for the all-India weather reports and matters connected with forecasting, climatology, hydrology and agricultural meteorology. For exercising control over the observational network and for supervision of meteorological services rendered to various users, there are five Regional Directors with headquarters located at Calcutta, Delhi,

Nagpur, Madras and Bombay. Weather-forecasting services are provided at all the important aerodromes. There are two meteorological workshops, one at New Delhi and the other at Poona, for undertaking repairs and also manufacturing some of the meteorological instruments. A Seismological Observatory is located at Shillong, and seismographs are maintained at different places in India. The Colaba and Alibag observatories (Bombay) deal mainly with terrestrial magnetism and atmospheric electricity. The Kodaikanal Observatory specialises in the study of Solar Physics.

#### 2. *Railway Inspectorate*

The Railway Inspectorate was formed in January, 1908, under the Railway Board. Up to May, 1941, it was a part of the Railway Board. On the recommendations of the Pacific Locomotive Committee (1938), the Inspectorate was reorganised and placed under the Department of Communications. The main functions of the Railway Inspectorate are to hold inquiries into railway accidents, to inspect new railway lines prior to

their being opened to passenger traffic, to carry out periodical inspections of lines and to make recommendations regarding the introduction of new types of locomotive and rolling stock. The head of the Inspectorate is the Chief Government Inspector of Railways, who is also the Principal Technical Adviser to the Government of India on matters with which the Inspectorate is concerned. The Railway Inspectorate consists of four Circles of Inspection, with headquarters at Calcutta, Bombay, Bangalore and Lucknow. (The Lucknow Circle is for the present located at Calcutta). Each Circle is under the charge of a Government Inspector of Railways.

### 3. *Directorate-General, Overseas Communications*

In October, 1923, a Company by the name of India Radio & Telegraph Company Ltd., was formed to operate the wireless services of India. The first wireless telegraph service was opened on July 23, 1927. In 1932, the India Radio & Telegraph Co. Ltd., was amalgamated with the Cable and Wireless Co. Ltd., and was named as the India Radio & Cable Communications Co. Ltd. The Service was nationalised with effect from January 1, 1947, and came to be known as the Overseas Communications Service. This service is responsible for the working of telegraph services by cable

and wireless, radio telephone and radio photo services between India and foreign countries. At the time of nationalisation of the service, India had direct wireless telegraph services to the U.K., the U.S.A., China and Australia. Since then, direct wireless telegraph services have been opened to Afghanistan, Japan, Indonesia, Thailand, Russia, Saigon, Iran, Egypt, France, Hanoi, Poland, Yugoslavia and Burma. The question of establishing direct services with other countries is also under examination. Cable Services are worked from Bombay and Madras. With regard to direct radio-telephone service, India, until 1950, had only one, viz., between Bombay and London, established in 1933. After 1950, India has established twenty-one new direct radio telephone services.

The headquarters of the Overseas Communications Service is at Bombay. The chief administrative and executive head of the Service is its Director-General, who is assisted by technical and secretariat staff. The Service has two main branches, viz., Traffic, and Engineering. The Traffic Branch is under the control of a Deputy Director-General (Traffic), and the Engineering Branch under the control of a Chief Engineer, both with headquarters at Bombay. The Overseas Communications Service has stations at Kirkee, Dhond, Bombay, Madras, Delhi and Calcutta. Bombay is the principal operating station of the Service.

## STATE UNDERTAKING

*Indian Telephone Industries (Private) Ltd.* This factory was set up at Bangalore in July, 1948, for the manufacture of auto-

matic telephone and carrier equipment with the collaboration of the reputed foreign manufactures, namely, the

Automatic Telephone & Electric Co. Ltd., U.K., under the terms of an Agreement executed between that Company and the Government of India. The factory worked as a department directly under the control of the Government of India up to January, 1950, when it was formed into a private Limited Company called the Indian Telephone Industries (Private) Ltd. Ninety per cent of the present share capital of Rs. 4 crores is held by the Government of India, and the remaining capital is held by the Government of Mysore and the Automatic Telephone & Electrical Co. Ltd. The factory is manufacturing all types of telephone

equipment and long distance carrier equipment. The administration of the company is carried out by a Board consisting of eight Directors, one of whom is nominated by the Automatic Telephone & Electrical Co. Ltd., and the remaining seven, including the Managing Director and a representative of the Mysore State are appointed by the Government of India. The Secretary to the Government of India, Departments of Civil Aviation and Communications, is the Chairman of the Board. The Managing Director is responsible for the day-to-day administration of the Company.

## VI

### AIR CORPORATIONS

In 1953, the Government of India decided to nationalise all the scheduled air services of the country, including international services, with a view to putting them on a sound and economic basis. Two statutory Corporations were formed, one to operate long-range international services, and the other to operate domestic services and short-range international services to neighbouring countries. Accordingly, the Air Corporations Act, 1953, was passed by Parliament and received the assent of the President on May 28, 1953. The two Corporations, namely, the Air-India International and the Indian Airlines, came into formal existence on the 15th June, 1953. The Air-India International Corporation and the Indian Airlines Corporation started functioning as such with effect from August 1, 1953. The work of each Corporation is managed by a Board of eight Members

including the Chairman, who are nominated by the Government of India. Co-ordination with the Indian Air Force has been achieved by the inclusion of the Chief of Air Staff as a Member of both the Corporations.

#### 1. *Air-India International Corporation*

At present, the Air-India International Corporation serves the following stations :

Aden, Bangkok, Bombay, Beirut, Cairo, Calcutta, Damascus, Delhi, Dusseldorf, Geneva/Zurich, Hongkong, Karachi, London, Madras, Nairobi, Paris, Prague, Rome, Singapore, Tokyo, and Sydney.

Even prior to nationalisation India entered the field of long-range international air transport in June, 1948, when the Bombay-London service of the Air-India International Ltd. was inaugurated. That Company was formed under

an agreement between (a) the Government of India, who subscribed 49 per cent of the capital, (b) the Air-India Ltd., its Technical Managers, and (c) the Tata Industries Ltd., its Secretaries and Treasurers. The Government of India had three nominees on the Board of the Company, to one of whom special powers were reserved. The Government of India, under the agreement, undertook to indemnify the Company against losses for a period of five years subject to certain conditions. Starting with a single weekly frequency flight between Bombay-London *via* Cairo and Geneva, the Company progressively increased its operations until on the date of its acquisition by the Corporation, a little over five years later, it operated four services a week between India and the United Kingdom. In August, 1953, the Air-India International Corporation took over the assets and business of the Air-India International Ltd. The Corporation now operates a daily service on the Delhi-Bombay-London route, a thrice-a-week service on the Calcutta/Bangkok/Hongkong/Tokyo route, once-a-week service on the Bombay-Madras/Singapore/Sydney route and thrice-a-week service on the Bombay/Aden/Nairobi route, mainly with Super Constellation Aircraft.

## 2. *Indian Airlines Corporation*

The Indian Airlines Corporation took over the business of eight units, namely, the Airways (India) Ltd., the Himalayan Aviation Ltd., the Kalinga Airways Ltd., the Bharat Airways Ltd., the Air-India Ltd., the Air Services of India Ltd., the Deccan Airways Ltd., and the Indian National Airways Ltd. Each of these units

operated a number of services on allotted routes and had its individual system of book-keeping and organisation which differed widely from one unit to the other. The creation of an integrated pattern of administration thus became an urgent problem and for which preliminary investigation was necessary before any decisions could be arrived at. A number of Committees were, therefore, appointed to investigate into the problems bearing on finance and accounts, stores and engineering and traffic. A Services Committee was also appointed to make recommendations on rationalisation of pay scales for different categories of personnel and formulation of a suitable wage structure and common conditions of service. A headquarters organisation consisting of a number of departmental heads such as a Financial Comptroller, a Chief Operations Manager, an Engineering Manager, a Chief Traffic Manager, a Controller of Stores and a Chief Personnel Officer has been set up. The entire territory has been divided into three administrative-cum-operational-cum-traffic zones. Corresponding staff positions of responsibility have been created at the three main bases, namely, Calcutta, Delhi and Bombay and each of these areas has been placed under the overall administrative control of an Area Manager, responsible functionally to the departmental heads at the headquarters and collectively to the Chairman. A General Manager has also been appointed in the Indian Airlines Corporation from November, 1957. The Corporation now operates scheduled air services in the country and also services to the neighbouring countries like Burma, Ceylon, Nepal, Pakistan and Afghanistan.

VII

ADVISORY BODIES

1. *Civil Aviation*

(a) *Airport Consultative Committee*

The Airport Consultative Committee has been set up to advise on the development of airport services in India. The Director-General of Civil Aviation is the Chairman of the Committee. The Committee is composed of one representative each from the Air-India International Corporation, the Indian Airlines Corporation, licensed non-scheduled air transport companies, Foreign Airlines operating in India, the Air Headquarters, the Meteorological Department, the Aero Club of India and two representatives of the Flying Clubs.

(b) *Communication Consultative Committee*

The Committee advises on the development of aircraft communication service. The Director of Communication, Department of Civil Aviation, is the Chairman of the Committee which consists of one representative each of the Indian Airlines Corporation, the International Airlines Corporation operating in India, the International Air Transport Association, the Aero Club of India, the Air Headquarters, the India Meteorological Department and three representatives of the Civil Aviation Department.

(c) *Consultative Committee of Co-ordination between Air Headquarters and Director-General of Civil Aviation*

This Committee has been formed for having consultations and co-ordination between the Air Headquarters and the

Department of Civil Aviation. The Committee consists of the Director-General of Civil Aviation and the Chief of Air Staff.

2. *Air Transport Council*

Under Section 30 of the Air Corporations Act, 1953 (27 of 1953), the Air Transport Council was constituted in April, 1955. At present, the Chairman of the Council is a retired Civil Servant. Other Members are the Chairman, Air-India International Corporation, the Chairman, Indian Airlines Corporation, a Member of Rajya Sabha, a Retired Chief Justice, Allahabad High Court, the Managing Director, *The Hindu*, Madras, the Secretary, Department of Revenue (Ministry of Finance), the Member, Transportation, Railway Board, the Director-General of Civil Aviation and the Maintenance Engineer, Indian Airlines Corporation.

The functions of the Air Transport Council as laid down in Section 31 of the Act are to go into matters referred to it and tender advice.

(a) At the request of either of the Airlines Corporations it goes into matters of common interest to the two Corporations and suggests measures for ensuring the fullest Co-operation and Co-ordination between them; and

(b) Any matter of importance which may be referred to it by the Directorate-General of Civil Aviation or, as the case may be, by the Director-General of Posts

and Telegraphs, including rates for the carriage of Postal articles by air, is taken up for investigation and making recommendations thereon to the Government of India.

At the request of the Central Government the Air Transport Council will also investigate into any matter relating to the fares, freight rates or other charges levied by either of the Airlines Corporations in respect of any service or facility provided by the Corporations and of the adequacy or efficiency of such service or facility and shall make recommendations thereon to the Government of India.

The Council shall, if so required by the Central Government, tender advice to that Government in regard to financial and economic analysis, accounting, costing and statistical techniques and financial reporting relating to air transport and in particular in regard to the operation of any air service ordered to be run by the Government of India under a directive issued to either of the Corporations under the provisions of the relative Act.

In September, 1955, the Government of India requested the Air Transport Council to study the general problem of fares and freight rates to be charged on the Air Services operated by the Indian Airlines Corporation and to draw up for the consideration of Government a set of principles on the basis of which such rates and freight rates should be determined. The Council submitted its report to Government in May, 1957, and it is under the examination of the Government of India.

### 3. *Posts & Telegraphs*

For eliciting the views of the public on important matters, the following Advisory Committees have been set up:

#### (a) *Regional Posts & Telegraphs Advisory Committees*

There is a Regional Committee in each Circle with the Head of the Circle as the ex-officio Chairman. These Committees include representatives of the State Governments, the Members of Parliament nominated by the Department of Communications, and representatives of trade and commerce nominated by the State Governments.

#### (b) *Telephone Advisory Committees*

These Committees operate in important stations with the General Manager/District Manager or other officer in charge of the Telephone Division as Chairman. These consist of the Members of Parliament, the Members of State Legislatures, representatives of the State Governments, and representatives of trade and commerce. In stations where the 'Own-Your-Telephone' Scheme is in operation, representatives of the Press, and Medical Practitioners' Associations are also included.

### 4. *Radio and Cable Board*

The Radio and Cable Board was created in 1952, in the Wireless Planning and Co-ordination Branch of the Ministry to ensure effective co-ordination amongst various users in tele-communication matters.

The main functions of the Board are:

- (a) To examine and revise, if necessary, the adequacy of both external

and internal radio, cable and other communication systems;

- (b) To ensure maximum and efficient utilisation of communication systems; and
- (c) To co-ordinate research, development, production and provision of equipment for radio, cable and other communication systems.

The Board is composed of technical representatives of the Ministries of Defence, Information and Broadcasting, Home Affairs, Railways, and Transport and Communications. The representative of the Ministry of Transport and Communications acts as the Chairman of the Board. There are four Technical

Committees under the Board, viz., Lines Committee, Radio Committee, Research and Production Committee, and Traffic Procedure and Codes Committee. They advise the Board on various technical aspects of the tele-communication problems. The Chairman of various Committees of the Board are also ex-officio Members of the Board.

#### 5. *Meteorology — Standing Advisory Board for Astronomy*

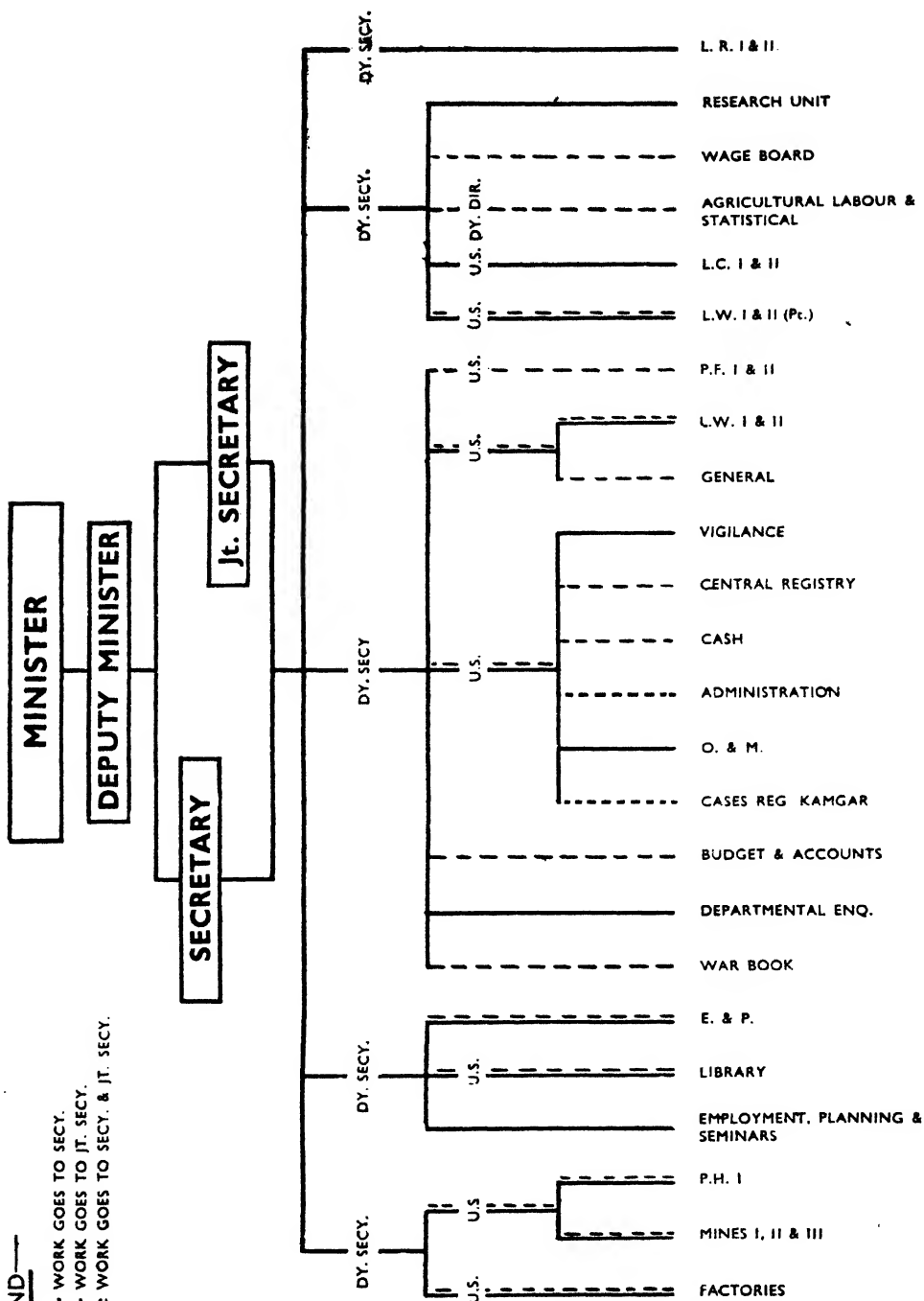
The Board has been set up to advise the Government of India on matters connected with astronomy and astrophysics and also on matters connected with ephemeris and nautical almanac.

**AS ON 31-8-57**

**WORK GOES TO SECY.**

**WORK GOES TO JT. SECY.**

WORK GOES TO SECY. & JT. SECY.



## CHAPTER XIII

# MINISTRY OF LABOUR AND EMPLOYMENT

PRIOR TO 1920, very little attention was paid by the Government of India to matters connected with labour. Enquiries into labour conditions and wages, either on an all-India or provincial basis, were generally undertaken and there was no official effort at mediation in labour disputes. India's participation in the sessions of the International Labour Conference and the progressively increasing interest of the Indian public in labour questions made it necessary for both the Government of India and the Provincial Governments to take up the question of allocating to a special department matters connected with labour.

In April, 1923, the Public Works Department which was created in January, 1854 as a separate Department was merged in the Department of Industries, and the re-organised Department was named as the Department of Industries and Labour. This was the first occasion when the Government of India recognised the need for a specialised Department to deal with matters relating to labour. This Department was bifurcated in November, 1937, into two

Departments, namely the Department of Labour and the Department of Communications.

The activities of the Department increased considerably during the period of the war, and it became so unwieldy that it was again bifurcated into two Departments, viz., the Department of Works, Mines and Power (since changed to the Ministry of Works, Housing and Supply, the subjects Mines and Power having been transferred to the newly created Ministry of Steel, Mines and Fuel) and the Department of Labour, in April, 1946. The latter dealt with labour matters and resettlement of ex-servicemen, etc., while the former dealt with all matters connected with public works, stationery and printing, electricity, boilers and explosives. In 1946, the Department was entrusted with the additional responsibility for the rehabilitation of civil and military demobilised personnel. It administered and controlled all matters in connection with the work of the National Service Labour Tribunal, Employment Exchanges, Technical Training Centres, etc.

On August 15, 1947, the name of the Department was changed to a "Ministry" under the charge of a Cabinet Minister. With effect from April 17, 1957, the Ministry of Labour was designated as the Ministry of Labour and Employment.

*Minister for Labour and Employment* — Gulzarilal Nanda — since April 17, 1957; *Deputy Minister for Labour* — Abid Ali — since April 17, 1957; *Secretary* — Vishnu Sahay, I.C.S. — since December 24, 1953; *Parliamentary Secretary to Minister for Labour, Employment and Planning* — Lalit Narain Misra — since May 29, 1957.

## II

## FUNCTIONS AND ORGANISATION

At present, the Ministry deals with the following subjects:

- (i) Labour Welfare and Trade Unions;
- (ii) Industrial and Labour Disputes;
- (iii) Factory Labour;
- (iv) Unemployment Insurance and Health Insurance etc.;
- (v) Labour employed in Railways, Major Ports, Mines and Oil-fields;
- (vi) Resettlement of demobilised soldiers and discharged war-workers;
- (vii) Participation in the International Labour Conference and work connected therewith.

As regards subjects (i) to (iv), the Ministry is only responsible for laying down the general policy for the whole of India, while the implementation of the policy relating to these subjects is entirely the responsibility of the State Governments concerned, though the Central Government has powers to exercise control and give directions.

With regard to items (v) to (vii), the Ministry has overall responsibility.

The Ministry consists of a Secretariat, four Attached and 13 Subordinate Offices. The Ministry is headed by a Cabinet Minister, who is assisted by a Deputy Minister and a Parliamentary Secretary.

## SECRETARIAT

The Secretariat Staff comprises:  
Secretary

I

Joint Secretaries	2
Deputy Secretaries	5
Labour Attache in Geneva	1
Under Secretaries	9
Section Officers	28

The Ministry is divided into five Divisions, and no specific nomenclature has been assigned to these Divisions. A list of functions allotted to these divisions, each under the charge of a Deputy Secretary, is given below:

(i) *Division A:*

1. Organisation and Methods
2. Vigilance
3. Departmental Enquiries
4. Administration and Budget
5. Library
6. Exhibitions and Fairs
7. War Book
8. Labour Officers

(ii) *Division C:*

1. Co-ordination in matters dealt with by the Ministry of Works, Housing and Supply (in regard to Housing)
2. International Labour Organisation Conferences, Indian Labour Conferences
3. General Labour Welfare
4. Labour Bureau
5. Fair Wages
6. Minimum Wages
7. Agricultural Labour
8. Rural Cost of Living Index Scheme

(iii) *Division F:*

1. Employees' State Insurance Scheme

- |   |   |
|---|---|
| 2. War-Injuries Scheme  | 3. Chief Labour Commissioner's Organisation   |
| 3. Decasualisation in Ports                                     | 4. Industrial Tribunals and Labour Appellate Tribunals  |
| 4. Coal Mines and Mica Mines Welfare Fund Organisations         | 5. Profit Sharing and Bonus   |
| 5. Workmen's Compensation Act                                   | 6. Retrenchment   |
| 6. Factories Act and Organisation of Chief Adviser of Factories | 7. Rationalisation  |
| 7. Payment of Wages Act   | 8. Provident Funds  |
| 8. Mines Act  | 9. Administration of the Working Journalists (Conditions of Service) and Miscellaneous Provisions Act, 1955 |
| 9. Mines Department   |   |
| 10. Maternity Benefits  |   |
| 11. Employment of Children Act                                  |   |
| 12. Productivity and T.W.I. Centres                             |   |
| 13. Plantation Labour   |   |
| 14. Forced Labour   |   |
| 15. Emigrant Labour   |   |

(iv) *Division L:*

1. Industrial Relations
2. Trade Unions

(v) *Division P:*

1. Employment
2. Planning
3. Seminars
4. Workers' Education
5. Labour Participation in Management
6. Productivity

111

## ATTACHED OFFICES

A short description of the Attached Offices of the Ministry is given below:

1. *Office of the Directorate-General of Resettlement and Employment*

This office was set up in July, 1945, to assist the demobilised personnel in their resettlement in civil life from the army. After some time, the scope and activities of this office were extended to various other categories. This office consists of the following two Directorates:

- (a) Directorate of Employment Exchanges; and
- (b) Directorate of Training.

The Directorate of Employment Exchanges conducts its activities through a network of Employment Exchanges:

Central Employment Co-ordination Office (one);  
Regional Employment Exchanges (nine);  
Sub-Regional Employment Exchanges (forty-five);  
District Employment Offices (sixty-one);  
Employment Exchanges (seventeen).

The Central Employment Co-ordination Office is intended to be used as the common agency by all the Employment Exchanges for passing on information to other Employment Exchanges when an Employment Exchange is unable to find suitable employment for certain individuals or suitable individuals for certain vacancies. The Directorate of

Training is responsible for the work relating to technical training schemes and vocational training schemes. There is a small organisation for Inspection and Trade Testing, attached to the Regional Offices, to give certificates of qualification to the trainees.

## 2. *Office of the Chief Labour Commissioner*

This Office renders advice to Government on all matters relating to labour. Besides, the Chief Labour Commissioner is responsible for the implementation of labour laws and conciliation in industrial disputes in the Central sphere, e.g., railways, mines, oilfields, major ports, banking and insurance companies having branches in more than one State, undertakings owned or controlled by the Central Government, labour welfare (except in coal and mica mines) organisations and setting up of canteens in all Central Government undertakings. There are six regional offices under the control of the Chief Labour Commissioner.

## 3. *Office of the Director, Labour Bureau, Simla*

This Office is responsible for the following items of work:

- (a) Collection of statistics relating to labour and examination of the statistical methods employed in various agencies; publication of those statistics;
- (b) Maintaining the cost of living index numbers;
- (c) Keeping up-to-date the factual data relating to the working conditions of labour collected by the Labour Investigation Committee; and

- (d) Conducting of research into specific problems.

Besides, the Director, Labour Bureau, is the 'Competent Authority' to deal with matters falling under the Minimum Wages Act, 1948, in respect of all Central Government undertakings. He is also responsible for co-ordinating the work relating to the implementation of the Collection of Statistics Act, and the work in respect of labour statistics.

## 4. *Office of the Chief Adviser, Factories*

This Office was established in 1943, in order to render necessary advice on matters relating to the health, welfare and safety of workers. It also deals with the following matters relating to the administration of the Factories Act and the Rules framed thereunder:

- (a) Training of Factory Inspectors and Safety Officers;
- (b) Industrial health, survey of toxic hazards;
- (c) Environmental problems in factories;
- (d) Studies relating to productivity and work methods;
- (e) Housing of industrial labour and the administration of safety measures;
- (f) Health and welfare schemes under the Dock Workers (Regulation of Employment) Act;
- (g) Assistance in all matters relating to construction, design and lay-out of factories;
- (h) Matters relating to the working conditions such as lighting, ventilation, control of dust and fumes, accident prevention and other

safety precautions, welfare, amenities, etc.;

- (i) Collection of up-to-date information in respect of safety, health and welfare of industrial workers in order to disseminate such information in the form of brochures, pamphlets, posters, charts, etc.

The Chief Adviser, Factories, carries out some of the functions through the following Circle Offices:

- (i) *The Inspectorates, Dock Safety, at Calcutta, Bombay and Madras* — to administer the Indian Dock

Labourers Act, 1934, and the Indian Dock Labourers Regulations, 1948.

- (ii) *The Productivity Centre* — This Centre has recently been set up in Bombay to assist in the application of modern industrial engineering techniques.
- (iii) *The Training-Within-Industry Centre* — This Centre has also been set up in Bombay to conduct Training-within-industry Courses, including instruction in job relation, job method, and job safety.

#### IV

### SUBORDINATE OFFICES

The Subordinate Offices under the Ministry are the following:

1. *Office of the Chief Inspector of Mines, Dhanbad*

This Office is responsible for the following functions:

- (a) Enforcement of the Mines Act, 1952, and the Regulations, Rules and By-laws made thereunder;
- (b) Collection and compilation of statistics relating to labour and wages in mines, production, despatches and stocks of minerals and accidents in mines;
- (c) Enforcement of Mines Maternity Benefit Act, 1941 (in all mines other than coal mines);
- (d) Publication of (i) monthly Coal Bulletin giving statistics relating to Coal Mines, and (ii) "Indian Coal Statistics", which is published annually.

2. *Office of the Central Government Industrial Tribunal, Dhanbad, Lucknow and Madras*

This tribunal deals with matters relating to the adjudication of disputes, primarily in coal fields.

3. *All-India Industrial Tribunal (Colliery Disputes), Calcutta*

It deals with the adjudication of certain industrial disputes concerning coal mines.

4. *Labour Appellate Tribunal, Bombay, Calcutta, Madras and Lucknow*

These tribunals deal with appeals against the awards/orders of the various Industrial Tribunals and Industrial Courts set up in India.

5. *Office of the Director-General, Employees' State Insurance Corporation, New Delhi*

This is a quasi-Government organisation, concerned with the implementation of the Employees' State Insurance Act, and rules

framed thereunder. The Employees' State Insurance Act, 1948, provides for sickness, maternity and medical benefits. It was amended in 1951, to meet the objections of the Employers in Delhi and Kanpur on the ground of increased cost of production. The provisions of the Act are to be introduced in phases at different places in the country. The Act is applicable to all perennial factories using power and employing twenty or more persons. It covers labourers employed directly or indirectly and also clerical staff; it does not apply to persons drawing more than Rs. 400 a month as total remuneration.

6. *Office of the Central Provident Fund Commissioner, New Delhi*

It is responsible for administering the Employees' Provident Fund Act, 1952. The Act applies to about 20 industries — cement, cigarette, engineering (electrical, mechanical and general), iron and steel, paper and textiles and certain categories of plantations and mines — employing 50 or more persons. The employers' contribution to the Fund has been fixed at 6½ per cent of the basic wage and dearness allowance payable to an employee. The employee, is required to contribute the same amount. There are Regional Offices in various States.

7. *Office of the Coal Mines Provident Fund Commissioner, Dhanbad*

It deals with the work relating to the Coal Mines Provident Fund.

8. *Office of the Controller of Emigrant Labour, Shillong*

It is responsible for the administration of the Tea District Emigrant Labour Act, 1932, in regard to the recruitment and repatriation of emigrant labour.

9. *Office of the Coal Mines Welfare Commissioner, Dhanbad*

It is responsible for the welfare of labour employed in coal mines.

10. *Office of the Welfare Commissioner, Mica Mines Labour Welfare Fund, Dhanbad*

It deals with the welfare of labour employed in mica mines, Bihar.

11. *Office of the Chairman, Mica Mines Labour Welfare Fund Advisory Committee for Andhra, Nellore*

It is responsible for the welfare of labour employed in mica mines in Andhra. This Fund provides educational and medical facilities for mica mines' workers.

12. *Office of the Chairman, Mica Mines Labour Welfare Fund Advisory Committee for Rajasthan, Jaipur*

It deals with the welfare of labour employed in mica mines in Rajasthan.

v

## ADVISORY BODIES

A short description of some of the important Advisory Bodies functioning in this Ministry with their composition and functions is given below :

1. *Dock Labour Boards, Calcutta and Madras*  
The main functions of the Board are :

- (a) Ensuring adequate supply and full and proper utilisation of dock

labour for the purpose of facilitating rapid and economic turn-round of vessels and speedy transit of goods through the Ports;

- (b) Regulating the recruitment and entry into and the discharge from the Scheme of dock workers and the allocation of registered dock workers to registered employers;
- (c) Making provision for the training and welfare of registered dock workers, including medical services, in so far as such provision does not exist apart from the scheme;
- (d) Levying and recovering from registered employers, contributions in respect of the expenses of the scheme;
- (e) Making provision for health and safety measures in places where dock workers are employed in so far as such provision does not exist apart from the scheme;
- (f) Maintaining and administering the Dock Workers Welfare Fund and recovering from all registered employers contributions towards the Fund in accordance with the Rules of the Fund; and
- (g) Maintaining and administering a Provident Fund and a Gratuity Fund for registered dock workers in the Reserve Pool.

The income and property of the Board, from whatever source derived, is applied solely towards the objects of the scheme including health, safety, training and welfare measures for dock workers and no portion is allowed to be paid or transferred directly or indirectly by way of dividend, bonus, or otherwise, by way

of benefit to the members of the Board, provided that nothing shall prevent the payment of reasonable and proper remuneration and expenses to any officer or servant of the Board or to any member of the Board in return for any services actually rendered to the Board, nor prevent the payment of interest at a reasonable rate on money lent or payment of reasonable and proper rent for premises demised or let by any member to the Board. It maintains a proper account of the cost of operating the scheme and of all receipts and expenses under the scheme. Further, the Board is required to submit to the Central Government an annual report on the working of the scheme, an audited balance sheet and copies of proceedings of the meetings of the Board.

The Chairman, Commissioners for the Port of Calcutta, acts as the Chairman of the Board. Other members of the Committee are a representative each of the Calcutta Dock Labour Board, the Regional Labour Commissioner (Central), Calcutta, the Labour Commissioner, West Bengal, the Regional Director of Resettlement and Employment, Calcutta, a representative each of the National Union of Dock Labour and the Dock Mazdoor Union, etc.

## 2. *Indian Labour Conference*

The main functions of the Conference are :

- (i) Promotion of uniformity in Labour Legislation;
- (ii) Laying down of a procedure for the settlement of industrial disputes; and
- (iii) Discussions on matters of all-India importance arising between employers and employees, including

matters relating to labour welfare and maintenance of labour morale.

The members of the Conference are :

- (a) Representatives of the Central Organisations of Workers ;
- (b) Representatives of the Central Organisations of Employers ;
- (c) Representatives of the Central Government ; and
- (d) Representatives of the State Governments.

### 3. *Standing Labour Committee*

There is no clear cut division of functions between the above Conference and the Standing Labour Committee. It is not that one is a deliberative body and the other is an executive body. Both are deliberative. The main function of the Standing Labour Committee is to consider and examine such questions as may be referred to it by the Indian Labour Conference or by the Central Government, taking into account the suggestions made by the State Governments and representative organisations of employers and workers.

The members of the Committee are the representatives of the Central Organisations of workers and employers, the Central Government and the State Governments.

### 4. *Committee on Conventions*

The main functions of the Committee are to examine and review the International Labour Organisation Conventions and recommendations made therein, with a view to suggesting reasons for their ratification or adoption.

The members of the Conventions are representatives of Central Organisations

of Workers and Employers, the State Governments and the Central Government.

### 5. *Industrial Committees on Plantations, Coal Mining (Mines other than Coal), Cement, Cotton Textiles, Tanneries and Leather Goods Industry, Building and Construction, Jute, Transport, Chemical Industry, Iron and Steel and Engineering*

The main functions of the Industrial Committees in general are to study and discuss problems special to the industries concerned with a view to bringing about better understanding between the parties and advise in solving those problems and reach workable formulæ agreeable to both the employers and the workers.

The members of the Committees are representatives of Central Organisations of workers and employers, the Central Government and the State Governments.

### 6. *Coal Mines Labour Welfare Fund Advisory Committee*

The main functions of this Committee are :

- (a) To advise the Central Government on all matters relating to the administration of the Coal Mines Labour Welfare Fund ;
- (b) To consider the annual budget of the organisation ; and
- (c) To consider measures for promoting the welfare of labour employed in the coal mining industry.

The Committee includes an equal number of members representing Government, the owners of coal mines and workmen employed in the coal-mining industry. One of the members is always a woman. The Secretary to the Government of India, Ministry of Labour and Employment, acts as its Chairman.

7. *Coal Mines Labour Housing Board*

The main functions of this Board are:

- (i) to prepare and carry out, subject to the previous approval of the Central Government, schemes for the provision of suitable housing accommodation for the labour employed in the coal-mining industry; and
- (ii) to prepare plans and estimates for housing accommodation and put up or carry out works of erection, maintenance and repairs financed from the Fund as the Central Government may, by general or special order, specify.

The Board has powers for prescribing conditions relating to allotment and occupation of housing accommodation provided by it and for fixing the rates at which rent is to be recovered and the manner of recovery.

The Coal Mines Welfare Commissioner acts as the Chairman of the Board. Other members of the Committee are the Chief Inspector of Mines in India, Dhanbad; the Superintending Engineer, Coal Mines Welfare Works; Coal Mines Labour Welfare Fund; etc. The Board is a corporate body.

8. *Mica Mines Labour Welfare Fund Advisory Committee for Bihar, Dhanbad*

The main functions of the Committee are to advise the Central Government on any matter arising out of the administration of the Mica Mines Labour Welfare Fund Act, 1946 or the Fund.

The Welfare Commissioner, Mica Mines Labour Welfare Fund, Dhanbad, acts as the Chairman of the Fund. The Mica Controller, Bihar, acts as the Vice-

Chairman of the Fund. Other members of the Fund are the Commissioner of Labour, Bihar, a member of the Bihar Legislative Council, etc.

Further, the Ministry is assisted by the following advisory bodies in the discharge of its duties:

1. Medical Benefit Council;
2. Advisory Committee constituted under Section 5 of the Dock Workers (Regulation of Employment) Act, 1948;
3. Dock Labour Boards, Calcutta and Madras;
4. Fixation Committee and Revision Committee set up under the Minimum Wages Act in Central sphere undertakings;
5. Advisory Board set up under the Minimum Wages Act in Central sphere undertakings;
6. Minimum Wages Central Advisory Board set up under the Minimum Wages Act;
7. Advisory Committee on Gorakhpur Labour, Dhanbad;
8. Advisory Committee on Gorakhpur Labour, Gorakhpur;
9. Advisory Committee for the Central Hospital, Dhanbad;
10. Committee for scrutiny of proposals concerning medical, public health and anti-malaria schemes;
11. Local Committees for the institutions of the Coal Mines Labour Welfare Organisation;
12. Mica Mines Labour Welfare Fund Advisory Committee for Andhra, Nellore; and
13. Mica Mines Labour Welfare Fund Advisory Committee for Rajasthan, Jaipur.

## TOTAL STRENGTH OF STAFF

Secretariat	596
Attached Offices	608
Subordinate Offices	209
Others	227

Some of the important publications brought out by the Ministry are as follows:

1. *Annual Report on the Working of the Ministry of Labour*

2. *Annual Report on the Activities of the Coal Mines Labour Welfare Fund*
3. *Annual Report of the Chief Inspector of Mines in India, Dhanbad*
4. *Annual Report on the Working of the Tea Districts Emigrant Labour Act*
5. *Annual Report and Audit Accounts of the Employees' State Insurance Corporation*
6. *Annual Report on the Working of the Minimum Wages Act*
7. *Indian Labour Gazette*
8. *Indian Labour Year Book*
9. *Large Industrial Establishments in India*

## CHAPTER XIV

# MINISTRY OF FOOD AND AGRICULTURE

THE MINISTRIES of Food and Agriculture, which functioned separately until April 17, 1957, were combined as a result of reorganisation into one Ministry of Food and Agriculture from that

date. The Ministry, at present, is composed of the following two Departments:

- A. Department of Food, and
- B. Department of Agriculture.

### A

## DEPARTMENT OF FOOD

Unlike the Department of Agriculture the origin of which goes back to 1871, the Department of Food was constituted only in December, 1942, under the Commerce Member of the Governor-General's Executive Council, on account of the precarious food situation resulting from the Second World War and a combination of other causes. From August, 1943, it became the separate portfolio of a Food Member of the Governor-General's Council.

The year 1942 opened with a shortage of wheat in big cities as owing to the imposition, earlier, of a maximum wholesale price for wheat, stocks of wheat went underground and black-marketing and

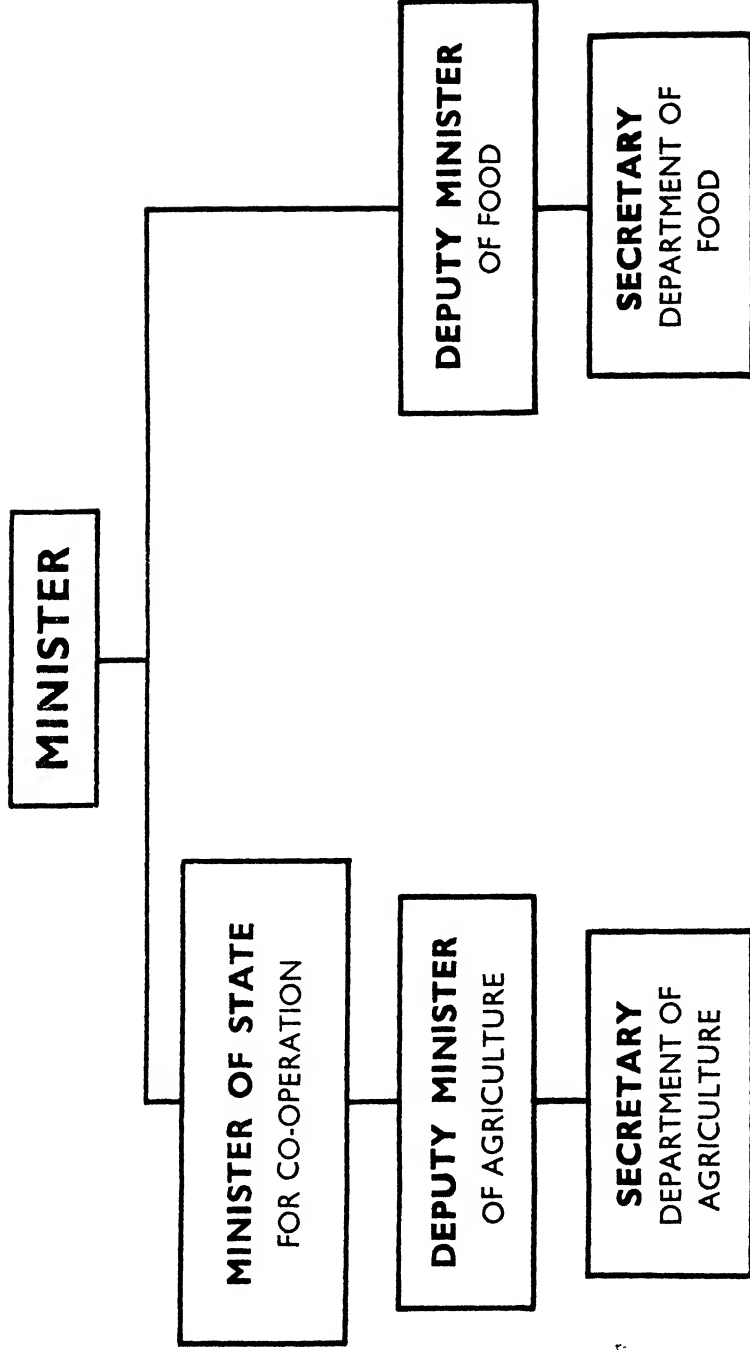
smuggling ensued. But more serious trouble arose with the stoppage of rice imports from Burma. At the end of 1942 on top of rice shortage there came the Midnapore cyclone in Bengal and widespread failure of crops in Southern India. The problem of feeding the people could no longer be treated as a local matter. The Central Government had therefore to step in to ensure that the overall shortage of foodgrains throughout the country was shared alike by all and this could only be done by procurement and movement of foodgrains from surplus to deficit areas by a centralised organisation. In these circumstances, the Food Department was constituted in December, 1942. The functions of the Department fell under four heads, viz., Basic Plan, Procurement, Price Control and Rationing.

The organisation of the Department consisted of two units, viz., a Policy-making Secretariat and a Directorate for executive functions:

- (1) The Secretariat side dealt with general policy, planning, finance

*Minister for Food and Agriculture* — Ajit Prasad Jain — since November 25, 1954; *Minister for Co-operation* — Panjabrao S. Deshmukh — April 17, 1957; *Deputy Minister for Food* — M. V. Krishnapa — since August 12, 1952; *Deputy Minister for Agriculture* — A. M. Thomas — since May 21, 1957; *Secretaries* — B. B. Ghosh (Food) — since October 19, 1956; K. R. Damle, I.C.S. (Agriculture) — since April 24, 1958.

# MINISTRY OF FOOD & AGRICULTURE



and control over provincial food administration normal to a Department of the Central Government in accordance with the rules of business. It was composed of a number of separate Sections to deal with the four main branches of policy and administration. A Rationing Adviser was also attached to the Secretariat.

(2) The Directorate-General of Food was responsible for:

- (a) Procurement, movement, storage and distribution of foodgrains for civilian needs, and
- (b) Procurement and supply of foodstuffs for the Defence Services against Q.M.G.'s indents.

This Directorate functioned under the general supervision and guidance of a Director-General and three Deputy Directors-General.

There was also an office of the Sugar Controller for India forming a distinct part of the Food Department, but functioning as an Attached Office. There were also six Regional Food Commissioners to keep liaison with Provincial/State Governments and also to handle clearance of imports at the ports.

Early in 1943, complete control over procurement, movement and distribution of foodgrains was enforced and this continued till 1948 when there was again another experiment in favour of decontrol. The results were not encouraging and control was reimposed soon after, after a close examination of the

matter at the highest level in the Government of India.

The pattern of organisation continues to be more or less the same as before. Up to 1947, there were four Divisions in the Department of Food each under the charge of a Joint Secretary. Division I dealt with Policy and Administration; Division II dealt with procurement, distribution, movement, storage and inspection of foodgrains and this division was headed by the Director-General of Food, who was also ex-officio Joint Secretary; Division III handled all food purchases for the Army; Division IV, which was created for a short period only, dealt with items of food other than foodgrains. This Division was wound up after a brief experiment. At the end of the War, the set-up was re-organised and Division III with the post of Joint Secretary was abolished. The post of Chief Director of Purchase, who was responsible for supplies to the Army, continued and his office functioned as a small separate unit under the overall control of the Director-General of Food.

In 1945-46, a Committee was set up under the Chairmanship of Shri H. M. Patel to examine whether certain items of work common to the Department of Food and the Department of Agriculture could not be joined together in a common Services Directorate. According to the recommendations of that Committee, Economic and Statistical subjects together with Storage and Inspection were formed into a common Services Directorate. After some time, Storage and Inspection work relating to controlled foodgrains was again restored to the Department of

Food and this position continues even now.

The Department of Food was re-named a "Ministry" with effect from August 15, 1947. Up to January, 1951, the Ministries of Food and Agriculture functioned separately. This arrangement came to an end in February, 1951, in pursuance of the Government of India's plan to reorganise certain departments to secure greater administrative efficiency and economy, when the two Ministries were amalgamated into one single Ministry

of Food and Agriculture. In April, 1954, the Food Wing was re-constituted with the status of an Attached Office, styled as the office of the Director-General of Food.

Again, with effect from October, 1956, the Ministry of Food and Agriculture was split up into two separate Ministries, namely a Ministry of Food and a Ministry of Agriculture. From April 17, 1957, the Ministries of Food and Agriculture were again combined into one Ministry of Food and Agriculture.

## 11

## FUNCTIONS AND ORGANISATION

At present, the Department of Food is responsible for the following functions:

- (a) Procurement of foodgrains for civil and military requirements;
- (b) Distribution of imported foodgrains to States;
- (c) Co-ordination, planning and guidance in regard to food policy from an all-India point of view;
- (d) Regulating import and export of foodgrains.

The Department of Food consists of a Secretariat, one Attached Office and seven Subordinate Offices. The Department is under the immediate charge of a Deputy Minister for Food and the Minister for Food and Agriculture is in overall charge of it.

## SECRETARIAT

The Secretariat staff comprises:

Secretary	1
Joint Secretaries	2
Officer on Special Duty and ex-officio Deputy Secretary	1
Deputy Secretaries	3
Under Secretaries	9
Section Officers	78
Administrative Officers	

The Department of Food consists of the following Branches:

- (i) Policy and Basic Plan
- (ii) Distribution
- (iii) Movement Directorate
- (iv) Imports
- (v) Storage and inspection
- (vi) Ports and depots and sales depots
- (vii) Budget and finance co-ordination
- (viii) Army purchase organisation

These Branches are further sub-divided into Sections.

## III

## ATTACHED OFFICE

A short description of the only Attached Office of the Department of Food is given below :

*Directorate of Sugar and Vanaspati*

The Directorate of Sugar and Vanaspati, which had its beginning in the Office of Sugar Controller for India, in 1942, is concerned with the regulation and development of the sugar and vanaspati industries and connected matters. It is organised into six Sections as indicated below :

(i) *Sugar Technical Section* The main items of work in this Section are : scrutiny of applications for grant of licences under the Industries (Development and Regulation) Act, for the establishment of new factories and expansions in existing units, keeping a watch over the progress made by the licensees and assisting them in the establishment of new factories, allocation of controlled materials, scrutiny of applications for importation of sugar machinery, spare parts, etc., and issue of 'Essentiality Certificates' therefor, inspection of factories to check unauthorised additions to factories and quality of sugar, and examination of applications for loans from the Industrial Finance Corporation.

(ii) *Sugar Development Council Section* The Development Council for Sugar Industry was set up in March, 1954, under the Industries (Development and Regulation) Act. The functions assigned to the Council include recommending targets of production, co-ordinating pro-

duction programmes and reviewing progress made from time to time, suggesting measures to improve the efficiency for sugar factories with a view to eliminating waste and maximising production and promoting better marketing and standardisation of products, training of personnel engaged in the industry and promoting scientific and industrial research.

(iii) *Co-operative Factories Section* This Section renders all possible assistance to promoters of co-operative sugar factories so as to bring them into production as early as possible and to ensure their working on sound lines. Assistance is given right from the stage of selection of site to the stage of production and also in matters of recruitment of technical staff, selection of machinery and its erection.

(iv) *Vanaspati Section* Work in this Section includes scrutiny of applications for granting licences for the establishment of new factories and for effecting substantial expansions in existing units, issue of 'Essentiality Certificates' for import of raw materials and equipment, allotment of controlled materials etc. A quality specification has also been prescribed and all the vanaspati produced in the country is required to conform to the same. Vanaspati Inspectors regularly visit the factories, and collect samples which are analysed in the laboratory attached to this Section.

(v) *Sugar Control Section* This Section is mainly concerned with the regulation of releases from factories with a view to

maintaining prices at a reasonable level. It keeps a close watch over despatches of sugar from various factories and over prices prevailing in different parts of the country. It is also responsible for scrutinising the wagon requirements of factories for movement of sugar and ensuring quick and adequate movement of sugar to all parts of the country.

(vi) *Statistical Section* The work of this Section comprises collection and maintenance of statistics of all aspects of sugar and vanaspati industries, including production, despatches, stocks and prices of sugar and also of gur and khandsari; publication of daily and weekly bulletins on sugar and gur. It is also responsible for the calculation of extra cane

price payable by factories and calculation of cost of production of sugar for each factory.

Besides the functions stated above, the Directorate is also required to tender advice regarding fixation of minimum price of cane payable by sugar factories all over the country, undertaking investigations into the affairs of mismanaged sugar factories under the Industries Act, supervision of factories whose control is taken over by Government under the Industries or the Essential Commodities Act, releases of sugar for export and other connected matters.

The Directorate is under the charge of a Joint Secretary, who is assisted by a Chief Director and various other staff.

#### IV

### SUBORDINATE OFFICES

The Subordinate Offices of the Department are:

1. Office of the Regional Director, Food, Bombay;
2. Office of the Regional Director, Food, Calcutta;
3. Office of the Regional Director, Food, Madras;

4. Office of the Regional Director, Food, Delhi;
5. Office of the Food Attache, Rangoon;
6. Office of the Deputy Director, Food, Gauhati;
7. Office of the Assistant Director, Food, Mokameh.

#### V

### ADVISORY BODIES

Some of the important Advisory Bodies functioning in this Department are:

1. *Vegetable Oil Products Advisory Committee*  
The main function of this Committee is to advise the Vegetable Oil Products

Controller for India on all matters, other than those of a purely technical nature, relating to the smooth functioning of Vanaspati factories and the development of the Vanaspati Industry in general.

The Vegetable Oil Products Controller for India, Ministry of Food and Agriculture, acts as its Chairman. Six representatives from the Vanaspati industry, nominated by the Vegetable Oil Products Controller for India, are its members. The Deputy Director (Vanaspati), Department of Food, is the Secretary of the Committee.

2. *Vegetable Oil Products Technical Committee*

The main function of this Committee is to advise the Vegetable Oil Products Controller for India on matters of technical nature relating to quality control over Vanaspati and other allied matters.

The Chief Director (Sugar and Vanaspati), Department of Food, acts as its Chairman, seven technical experts nominated by the Vegetable Oil Products Controller for India, including four from the Vanaspati industry and one representative from the Ministry of Health, are its members.

3. *Development Council for Sugar Industry*

The main functions of the Council are to recommend targets of production, co-ordinate production programmes and review the progress made from time to time, suggest measures to improve efficiency of sugar factories with a view to eliminating waste and maximising production and promote better marketing

and standardisation of products, train personnel engaged in the industry and in scientific and industrial research, etc.

The Joint Secretary (S), Department of Food, acts as its Chairman. It comprises twenty members including 10 representatives of the Industry Association. The Secretary, Development Council for Sugar Industry, is the Member-Secretary of the Council.

4. *Advisory Board Attached to National Sugar Institute, Kanpur*

The main functions of the Board are to scrutinize the programmes and examine the progress of work done at the National Sugar Institute, Kanpur, and to advise on those and other matters for the efficient and proper working of the Institute.

The Secretary, Department of Food, acts as its Chairman. A representative of the Government of India (Chief Industrial Adviser and ex-officio Joint Secretary to the Government of India) is also a member of the Board. The Director, National Sugar Institute, Kanpur, is the Convener of the meetings of the Board.

TOTAL STRENGTH OF STAFF	
Secretariat	3,165
Attached Office	212
Subordinate Offices	2,756

B

DEPARTMENT OF AGRICULTURE

The question of the creation of a separate Department of Agriculture at the Centre was first mooted in 1866, on the conclu-

sion of the work of the Bengal and Orissa Famine Commission. At this time, Lord Lawrence, the Governor-General

of India, thought this move to be premature. Again in 1870, Lord Mayo took up this matter and he was successful in creating a separate Department of Revenue and Agriculture in 1871. Prior to this, the work pertaining to "Agriculture" was looked after by the Home Department. According to Lord Mayo's opinion, the work of the new Department was, "to take cognizance of all matters affecting the practical improvement and development of the agricultural resources of the country". However, this newly created department did not prove very satisfactory for the purpose for which it was created, due to a number of miscellaneous subjects having been assigned to it, as also for lack of provincial co-operation. Accordingly in 1878, the Agricultural Department was re-absorbed in the Home Department. The Famine Commission of 1880 revived the question of a separate Department of Agriculture, and recommended in its report very strongly for a separate Department of Agriculture at the Centre and similar departments in the Provinces. The Secretary of State for India also supported the step recommended by the Famine Commission, and accordingly, the Department of Revenue and Agriculture was re-constituted in 1881, by separating the same from the charge of the Home Department. Gradually, the activities of the Department expanded, and a need was felt in 1901 for the creation of some senior posts like the Inspector-General of Agriculture, the Imperial Mycologist and the Imperial Entomologist. These posts were required primarily for giving proper encouragement and advice to the agriculturists and

also to promote some basic research in agricultural sciences for the overall improvement of Indian agriculture. When Lord Curzon took over as the Governor-General of India, he showed active interest in the improvement of Indian agriculture, and in the activities of the department. As a matter of fact, the present Departments of Agriculture, both at the Centre and in the States, owe their existence to the foresight and energy of Lord Curzon, whose famous despatch of 1903 marked the commencement of the re-organisation in the work and the activities of the Department of Agriculture. Lord Curzon's scheme provided for a Central Research Institute at Pusa (Bihar), properly staffed provincial Departments of Agriculture with agricultural colleges and provincial research institutes, and an experimental farm in each of the important agricultural tracts. In 1923, in the interest of economy and efficiency, the portfolios of Education, Health, Revenue and Agriculture were combined and a combined Department of Education, Health and Lands was created.

The Report of the Royal Commission on Agriculture of 1928 laid further emphasis on devising some methods for infusing agricultural research in India. With a view to promote, guide and co-ordinate agricultural research, including veterinary research, and to link it with agricultural research in other parts of the world, the Royal Commission on Agriculture proposed the establishment of an Imperial Council of Agricultural Research. The Department of Education, Health and Lands decided in May, 1929, that an Imperial Council of Agricultural Research should be established and registered

under the Registration of Societies Act, XXI of 1860, and accordingly, the Council was constituted and registered as a society under the provisions of that Act. The name of the Council has since been changed to "Indian" instead of "Imperial". The Commission further decided that the central organisation should be divided into two parts, namely, (i) a Governing Body which would have the management of all the affairs and funds of the Council, and (ii) an Advisory Board, the functions of which would be to examine all proposals in connection with the scientific objects of the Council which might be submitted to the Governing Body (a detailed description of the Council is given in a separate section). In 1945, the Department of Education, Health and Lands was trifurcated into three separate Departments, namely, the Department of Education, the Depart-

ment of Health and the Department of Agriculture. The Department of Agriculture was renamed as the Ministry of Agriculture from August 15, 1947. Up to January, 1951, the Ministries of Food and Agriculture functioned separately. This arrangement came to an end in February, 1951, in pursuance of the Government of India's plan to re-organise certain departments to secure greater administrative efficiency and economy by amalgamating the two Ministries into one unit designated as the Ministry of Food and Agriculture. Again, with effect from October, 1956, the Ministry of Food and Agriculture was split up into two separate Ministries, namely, a Ministry of Food and a Ministry of Agriculture. In April, 1957, the Ministry of Agriculture and the Ministry of Food were again combined into a single Ministry of Food and Agriculture.

## II

### FUNCTIONS AND ORGANISATION

At present, the Department of Agriculture is responsible for the following broad functions:

1. Agricultural Production
2. Agricultural Research, Education and Extension
3. Animal Husbandry, Fisheries and Forestry
4. Fruit and Vegetable Products Industry
5. Agricultural Economics and Statistics
6. Agricultural Development
7. Liaison with the Food and Agriculture Organisation of the United

Nations and other International Organisations and technical and economic aid in the Agricultural Sector

8. Procurement and Distribution of Fertilisers
9. Agricultural Marketing
10. Co-operation
11. Land Reclamation
12. Tubewell and Minor Irrigation
13. Soil Conservation

A brief description of some of the important functions of the Department is given below:

### 1. *Agricultural Production*

The campaign for growing more food was started on a planned basis from the year 1947-48. While formulating the First Five-Year Plan towards the end of 1950-51, the working of the Grow More Food campaign was subjected to a review and after a careful assessment of the position in each State, in consultation with the State Governments, the food production schemes were included in the First Five-Year Plan. Assistance by way of loan and grant is being given since then in consultation with the State Governments.

Loans are given to State Governments to meet the expenditure on the remunerative portion of schemes, such as minor irrigation, land improvement works, purchase of capital equipment like tractors, lorries, etc. Grants, otherwise known as subsidies, are given for private, minor or small-scale irrigation and land improvement schemes which are not remunerative, fishery development schemes, plant protection schemes, and for purchase of fertilisers (other than nitrogenous fertilisers), manures (other than green manures) and seeds. Besides these, long-term and short-term loans and Central subsidies are also made available to the State Governments for the purchase of seeds and fertilisers, the former of which are repayable within 18 months from the date of drawing.

### 2. *Agricultural Research, Education and Extension*

Research and Extension Services of the Department are carried out through the agency of the Indian Council of Agricultural Research, the Central Research

Institutes, the Central Commodity Committees and the Directorate of Extension and Training. The Indian Council of Agricultural Research co-ordinates agricultural research carried out at the different Centres of the country, takes the initiative in suggesting suitable lines of work, gives financial assistance for approved schemes to the State Departments of Agriculture and Animal Husbandry, the Central Research Institutes and the Universities, etc., and takes up certain schemes directly under its own auspices. The Council was re-organised completely in the year 1950-51 to enable it to discharge more effectively its responsibilities, specially in the sphere of extension work. With a view to re-orientating agricultural education, an Indian Council of Agricultural Education has been set up under the Indian Council of Agricultural Research. Research work being carried out under the auspices of the Indian Council of Agricultural Research is of a varied nature. The schemes sanctioned by the Council pertain to all subjects relating to agriculture, animal husbandry and allied sciences.

#### (a) *Central Research Institutes*

The Central Research Institutes are engaged on a variety of research projects, both fundamental and applied in character. To quote some, the Indian Agricultural Research Institute undertakes work on basic problems of all-India importance like building of soil fertility, improvement of grass and grass-land, breeding of crop varieties possessing hardiness, resistance to drought, disease, insect pests and adaptability to different

soils and climates. The Central Rice Research Institute conducts field trials and laboratory investigations concerning rice in Botany, Agronomy, Mycology, Entomology, and Chemistry.

(b) *Commodity Committees*

The work of 'Research' and 'Extension' in the sphere of agriculture is also conducted by the various Commodity Committees. These Committees make grants to the State Departments of Agriculture in respect of work connected with the particular Commodity with which they are concerned. The following Commodity Committees are either statutory bodies or have been created by specific resolutions or office orders. The members of these Committees are generally nominated:

(i) *Indian Central Cotton Committee* It was set up under the Indian Cotton Cess Act, 1923, for improvement and development of the growing and marketing of cotton and manufacture of cotton goods in India. The Committee has a Technological Research Laboratory in Bombay.

(ii) *Indian Lac Cess Committee* The Indian Lac Cess Committee was set up under the Indian Lac Cess Act, 1930, for the improvement and development of the cultivation, manufacture and marketing of Indian lac. The Committee maintains a Research Institute at Namkum, called the Indian Lac Research Institute.

(iii) *Indian Central Coconut Committee* The Committee was set up in 1945, under the Indian Coconut Committee Act, 1944, with its Headquarters at Ernakulam to concentrate on measures for the improvement and development

of the cultivation, marketing and utilisation of coconuts in India. The Committee has two Central Coconut Research Stations, one at Kasargod and the other at Kayangulam. In addition, the Committee is financing, jointly with the State Governments, a number of Regional Coconut Research Stations and coconut nurseries in India.

(iv) *Indian Central Oilseeds Committee* The Indian Central Oilseeds Committee was constituted in 1947, under the Indian Oilseeds Committee Act, 1946, for the improvement and development of the cultivation and marketing of oilseeds and of the production, manufacture and marketing of oilseed products.

(v) *Wheat Rust Control Committee* The main function of this Committee is to co-ordinate the work on wheat rusts which was being done independently by various authorities and to advise the Government of India in respect of Wheat Rust Control measures. The Director, Indian Agricultural Research Institute, New Delhi, has taken over the co-ordination work in regard to the research programmes in this connection.

(vi) *Indian Central Jute Committee* The Committee was set up in 1936, to undertake research and development in all aspects of the jute crop. The Committee has two Research Institutes under its control — (i) the Jute Agricultural Research Institute, Barrackpore, and (ii) the Technological Research Laboratory, Tallygunj, Calcutta.

(vii) *Indian Central Sugarcane Committee* The Indian Central Sugarcane Committee was constituted by the Government of India in November, 1944. The Committee undertakes the improvement and

development of the growing and marketing of sugarcane and manufacture of sugarcane products in India and of all matters incidental thereto, including agricultural, technological and economic research on sugarcane, gur, the improvement of crop forecasting and statistics, the production, distribution and testing of improved varieties, and makes recommendations relating to banking and transport facilities and transport routes. The Committee receives an annual grant-in-aid for payment of subsidy to the State Governments for the Research Schemes and the administration of the Committee.

(viii) *Indian Central Tobacco Committee*  
The Committee was set up in April, 1945, to assist in the improvement and development of the production and marketing of tobacco and its products. It has the following research centres under it :

- (i) Central Tobacco Research Institute, Rajahmundry
- (ii) Cigarette Tobacco Research Sub-Station, Guntur
- (iii) Hookah and Chewing Tobacco Research Station, Pusa (Bihar)
- (iv) Cigar and Cheroot Tobacco Research Station, Vedaasandur (Dindigul)
- (v) Wrapper Tobacco Research Station, Dinhatia (West Bengal)

(ix) *Indian Central Arecanut Committee*  
The Indian Central Arecanut Committee was constituted in the year 1949, to assist Government in the improvement and development of the production and marketing of arecanut and arecanut products and all matters incidental thereto. The Committee has set up a Central Arecanut Research Station at Vittal, in South Kanara District, Mysore.

### (c) *Agricultural Extension*

The Department of Agriculture has embarked upon an elaborate agricultural extension programme during recent years. An Agricultural Extension Commissioner has been appointed and a Directorate of Extension and Training has been set up at the Centre to co-ordinate this work. Steps have been taken for setting up a nation-wide extension service programme to bridge the gap between the research workers and farmers. Periodical seminars of agricultural extension workers in the country are being organised to enable the workers to come into close contact with each other.

### 3. *Animal Husbandry, Fisheries and Forestry*

The work in respect of animal husbandry is shared by the Indian Council of Agricultural Research, the Indian Veterinary Research Institute at Izatnagar and Mukteshwar, the National Dairy Research Institute at Karnal, and the Cattle Breeding Station at Jabalpur. The work in respect of fisheries is carried out through the Central Inland Fisheries Research Station, Barrackpore; the Central Marine Fisheries Research Station, Mandapam; the Deep-Sea Fishing Station, Bombay and the various Fisheries Extension Units. These Stations conduct investigations on fishery problems. The work in respect of Forestry is carried out by the Forest Research Institute and Colleges, Dehra Dun.

### 4. *Fruit and Vegetable Products Industry*

Development of fruit and vegetable canning and preservation industry is also the concern of the Department of Agriculture. Improvement in the quality

of the products is sought by a system of licensing of the factories under the Fruit Products Order and by a system of inspection and analysis of products during production and marketing.

#### 5. *Agricultural Economics and Statistics*

The Directorate of Economics and Statistics is the sole organisation of the Government of India which deals with all agro-economic problems in the sphere of food and agriculture. The main functions of the Directorate are to prepare memoranda on current issues of agro-economic policy, and to prepare special periodical statements and reports either for the use of the Ministry or for submission to the U.N. agencies. The Directorate also collects, compiles and publishes all types of agro-economic intelligence and statistics relating to food and agriculture.

The Statistical Unit of the Indian Council of Agricultural Research is responsible for the work on fundamental and applied research in statistical techniques, training in agricultural and animal husbandry statistics and giving advice to the State Governments on these subjects. On the recommendations of the two F.A.O. experts, the Applicational Course of the Indian Council of Agricultural Research has been replaced by a Certificate Course, which is mainly designed for the training of persons deputed from various research organisations in the Centre and the States. It also conducts field trials on cultivators' fields to determine the efficiency of certain commonly recommended manures and fertilisers. It has been decided to prepare an index of Field

Experiments conducted from 1954 onwards at the various Experimental Research Stations and also to prepare a compendium of all experiments conducted between 1935 and 1953.

#### 6. *Agricultural Development*

The Department undertakes agricultural development activities through a number of Attached and Subordinate Offices, such as the Directorate of Economics and Statistics, the Directorate of Marketing and Inspection and the Directorate of Plant Protection, Quarantine and Storage.

#### 7. *Liaison with Food and Agriculture Organisation of the United Nations and Other International Organisations, and Technical and Economic Aid in the Agricultural Sector*

The Foreign Aid Division of the Ministry of Food and Agriculture deals with International Organisations concerned with activities in the agricultural field of which India is a Member-State. These International Organisations are co-operating with India in the interchange of technical knowledge and skill in related activities designed to contribute to the balanced and integrated development of the economic resources and productive capacities of India.

It also deals with all matters concerning economic and technical aid given to India by foreign Governments either by way of bilateral agreements or through the agency of established technical assistance programmes. Under the auspices of such programmes, aid is also rendered by India to less developed countries in Asia and the Far Eastern region.

### 8. *Procurement and Distribution of Fertilisers*

Since 1943-44, the Department of Agriculture has been operating a State Trading Scheme for the purchase and distribution of Chemical Fertilisers. The demands of the State Governments for fertilisers for distribution to agriculturists and other interests like tea and coffee plantations, are collected in advance and practically the entire output of ammonium sulphate within the country is purchased by Government and pooled together with the imported material procured to bridge the gap between demand and supply. The fertilisers distributed under the pool are Sulphate of Ammonia, Ammonium Sulphate Nitrate, Urea and Calcium Ammonium Nitrate. These are sold at uniform pool prices throughout the country.

Allotments are made quarterly to the various indentors who send despatch instructions to producers of indigenous sulphate of ammonia and to the R.D. (F) at the Ports in respect of the imported material. The despatches are made, "freight paid" to the railhead destinations. The cost of fertiliser is recovered from the private parties in advance and from the States through book adjustment.

### 9. *Agricultural Marketing*

The Directorate of Marketing and Inspection is responsible for the general improvement and development of agricultural marketing in the country. It administers the Agricultural Products Order issued under the Essential Commodities Supplies Act, 1955. Under the Agricultural Produce (Grading and Marketing) Act, grading of various agricultural commodities like ghee, edible oils, creamery

butter, sugarcane gur, fruits and potatoes consumed within the country is carried out on a voluntary basis in conformity with 'Agmark' standards. In respect of tobacco, sann-hemp fibre, wool, bristles and essential oils (sandalwood and lemon-grass), compulsory grading before export has been introduced. The Directorate has a programme to enforce compulsory grading for other exportable commodities such as vegetable oils, lac, raw goat skins and East India tanned leather, pepper, ginger, cardamoms and cashew kernels, and to introduce grading of foodgrains and other commodities. Under the Fruit Products Order, the manufacturers of fruit products have to obtain a licence and conform to the minimum quality and hygienic standards prescribed in this behalf. In view of the expanded programme of development of marketing, the Directorate has also undertaken the training of marketing personnel required to man various schemes in the States.

### 10. *Co-operation*

In order to co-ordinate all developmental activities in the field of Co-operation and rural finance, a separate Division headed by a Co-operation Adviser was set up in this Department in February, 1955. This Division primarily works in close liaison with the State Governments for all-round expansion of the Co-operative movement. An extensive programme of Co-operative Development has been drawn up and included in the Second Five-Year Plan. This programme envisages a total outlay of about Rs. 52 crores both by the Central and the State Governments. In December, 1957, a Co-operation Commissioner was appointed to reinforce the Division.

A Central Committee for Co-operative Training was set up in November, 1953, jointly by the Ministry of Food and Agriculture and the Reserve Bank of India, for formulating plans and organising and directing arrangements in regard to the training of personnel for the co-operative departments and institutions in the country. Under the existing arrangements, the expenditure for training senior and intermediate staff is entirely borne by the Reserve Bank of India. The cost of running training centres for Block Level Co-operative Officers and for the education of members and office bearers of Co-operative societies is met by the Central Government, while the expenditure on institutes for training subordinate staff is financed jointly by the Central and the State Governments.

- (a) The training of higher category personnel is done on an all-India basis at the Co-operative Training College, Poona, under the supervision of the Central Committee for Co-operative Training, Bombay.
- (b) Training of intermediate personnel is arranged at five regional centres located in Poona, Madras, Ranchi, Meerut and Indore. At all these 5 centres, specialised short-term courses in co-operative marketing and at Madras centre training in land mortgage banking are also given.
- (c) Training of Block Level Co-operative Officers is being done at 8 centres located at Gopalpur-on-sea (Orissa), Hyderabad (Andhra Pradesh), Kotah (Rajasthan), Bhavnagar (Bombay), Tirupathi

(Andhra), Dhuri (Punjab), Faizabad (U.P.) and Kalyani (West Bengal).

- (d) Training of subordinate co-operative personnel is being done in 45 schools, working in the different States in the country.
- (e) Education of non-official personnel is arranged in 61 units under the supervision of the All-India Co-operative Union in the various States in the country. The expenditure on this scheme is entirely borne by the Government of India.

#### 11. *Land Reclamation*

Land reclamation work in India may be divided into three categories, viz., (i) land reclamation by the Central Tractor Organisation of the Government of India; (ii) work by the State Tractor Organisations, and (iii) work by private agencies and by manual labour. As regards the other land reclamation work, this Department partly finances the State Schemes of land reclamation under the Grow More Food drive. State Tractor schemes are eligible for loan as well as subsidy from the Centre to the extent of  $12\frac{1}{2}$  per cent of the cost of the scheme or half the loss on the scheme whichever is less. Reclamation of land by bullock power or manual labour is eligible for a subsidy from the Centre of  $12\frac{1}{2}$  per cent of the cost of the scheme.

The Central Tractor Organisation is engaged in reclamation operations with a fleet of heavy tractors.

#### 12. *Tubewell and Minor Irrigation*

This Department is also concerned with all the large-scale tubewell construction

schemes, undertaken during the recent years, either at the instance of the Government of India or by the State Governments concerned. The major schemes being conducted under the supervision of the Department of Agriculture are:

- (i) Construction of 2,000 tubewells under the T.C.M. Tubewell Programme 1952, in the States of U.P., Bihar, and Punjab including former Pepsu areas.
- (ii) Construction of 650 tubewells under the T.C.M. Tubewell Programme 1953 in the same three States.
- (iii) Construction of 700 tubewells under G.M.F. Programme 1954.
- (iv) Construction of 410 exploratory tubewells in about 16 different areas of India under the T.C.M. Tubewell Programme, 1953.
- (v) Construction of 400 tubewells in North Gujerat under a scheme initiated by the Government of Bombay in 1951.
- (vi) Project for Water Resources Survey and Minor Irrigation in Bombay State.
- (vii) Construction of about 3,000 tubewells in various States, including the three above-mentioned States, during the Second Five-Year Plan.

The duties performed by the Tubewell Projects Administration in respect of the above work are as under:

- (a) Selection of suitable areas, allocation of tubewells and formulation of programmes in consultation with the State Governments concerned.
- (b) Co-ordination of procurement, inspection and transport of materials

and plants for departmental tubewells and electrification of tubewells through the D.G.S and D.

- (c) Setting up of purchase authorities in consultation with T.C.M. regarding dollar payments for materials.
- (d) Arranging for import licences for materials required by the State Governments.
- (e) Administration of the E.T.O. set-up for the execution of the exploratory tubewell programme by the Government of India departmentally.
- (f) Procurement of drilling equipment and other materials required for the exploratory project.
- (g) Overall Central supervision and guidance over the implementation of the different programmes.
- (h) Overall financial control and sanction of loans to the State Governments.
- (i) Procurement of equipment and materials for the Project for Water Resources Survey and Minor Irrigation in Bombay State.

### 13. *Soil Conservation*

The Central Soil Conservation Board is the principal organisation through which the Department tackles problems concerning soil conservation in India. It is responsible for organising, co-ordinating and initiating research in Soil Conservation and imparting training to nominees of different State Governments in soil conservation work. Further, it assists the State Governments and River Valley projects technically and financially by advancing loans and subsidies to carry

out their soil conservation projects. The Board is running nine Research Centres located at Dehra Dun, Ootacamund, Vasad, Kotah, Jodhpur, Chandigarh, Agra, Bellary and Chhatra. Out of these, the first four are also the Training and Demonstration Centres. In addition, a research centre is being set up at Nonghpodh in Assam.

The Department of Agriculture consists of a Secretariat, five Attached and 35 Subordinate Offices. The Department is

headed by a Cabinet Minister, designated the Minister for Food and Agriculture, assisted by a Minister of State for Co-operation and a Deputy Minister for Agriculture.

#### SECRETARIAT

The Secretariat staff comprises of:

Secretary	1
Joint Secretaries	3
Deputy Secretaries	7
Under Secretaries	20
Section Officers	61

### III

#### ATTACHED OFFICES

A short description of the Attached Offices of the Department is given below:

##### (1) *Indian Council of Agricultural Research*

A Royal Commission on Agriculture was appointed in 1928 to enquire into the agricultural set-up and rural economy of the country. The Commission recommended, inter alia, that with a view to promote, guide and co-ordinate agricultural research including veterinary research, and to link it with agricultural research in other parts of the world, an Imperial Council of Agricultural Research should be established. It was envisaged that the Council would make arrangements for the training of research workers, act as a clearing house of information in regard not only to research but also in regard to agricultural and veterinary matters generally and take over the publication work which was being carried out by the then Imperial

Agricultural Department. In order to place the Council in a secure financial position beyond the possibility of being affected by the financial vicissitudes, and to enable it to embark upon a programme of ordered advance, the Commission recommended the establishment of an agricultural research fund of Rs. 50 lakhs from the Central Revenues to which additions should be made, from time to time, as financial conditions permitted.

The Government of India decided that the Council should be registered under the Registration of Societies Act, XXI of 1860, and that it should be financed by an initial lump grant of Rs. 25 lakhs supplemented by a fixed minimum grant of Rs. 7.25 lakhs per annum of which Rs. 5 lakhs would be devoted to the furtherance of the scientific objects of the Council and the remaining 2.25 lakhs to the cost of its staff and secretariat. It was further decided by the Government of India that the Central

Organisation of the Council should be divided into two parts with executive and advisory functions, and that the executive part which would be known as the 'Governing Body' should have the management of all affairs and funds of the Council and the advisory part, which would be known as the 'Advisory Board', should examine all proposals in connection with the scientific objects of the Council which might be submitted to its Governing Body, report on their feasibility and advise on any other questions referred to it by the Governing Body.

It was also decided by the Government of India that the Council of Agricultural Research would have an entirely free hand in regard to the expenditure of the grants made to it for research purposes and that the Secretariat of the Council should be a regular Department of the Government of India Secretariat under the Member in charge of the Department of Education, Health and Lands. The Council was accordingly established in June, 1929, as a registered Society under the Registration of Societies Act, XXI of 1860, and its Secretariat was declared as a regular Department of the Government of India Secretariat. However, in order to place the Council more fully in the position envisaged by the Royal Commission on Agriculture and to enable it more fully to carry out its primary function, it was decided by the Government of India in January, 1939, that the Council should be relieved of all unnecessary routine and that its Secretariat should no longer be a Department of the Government of India, connection with which would in future be through

the Department of Education, Health and Lands.

The Governing Body of the Council felt in the year 1939, that though grants aggregating to Rs. 84 lakhs had been given to the Council by the Government of India for expenditure on schemes of general research, these grants proved insufficient to meet the growing requirements of research necessary to serve a vast agricultural country like India, as the Council had practically no source of income other than the contribution from the Central Revenues. The Governing Body of the Council, therefore, in order to place the Council in a more secure financial position and to provide for the steady development of research, considered it necessary that there should be a larger and more stable income which would comparatively be unaffected by the financial vicissitudes of the Central Government. The Governing Body accordingly approved of a proposal in July, 1939, to obtain funds from an export cess, levied at the rate of  $\frac{1}{2}$  per cent *ad valorem* on the value of certain agricultural commodities which were not already subject to an export duty or cess. This proposal was accepted by the Government of India and the Agricultural Produce Cess Act, XXVII of 1940, was enacted by the Central Legislature to make better financial provision for the carrying out of the objects of the Council.

On the basis of the experience gained, it was subsequently decided to change the functions of the Council so as to include therein the subjects connected with the application of the results of research to field practice. The Memorandum of Association of the Council

was accordingly amended in the year 1946, at the Special General Meeting of the Council held in March and April, 1946. At present, the main functions of the Council are:

- (a) To undertake, aid, promote and co-ordinate agricultural and animal husbandry education, research and its application in practice, development of marketing in India, by all means calculated to increase the scientific knowledge of the subjects and to secure its adoption in everyday practice; and
- (b) To act as a clearing house of information, not only in regard to research but also in regard to agricultural and veterinary matters generally.

On a recommendation of the Council made at its Special General Meeting held in March, 1947, the name of the Council was changed by the Government of India to the Indian Council of Agricultural Research.

As decided by the Government of India at the time of the establishment of the Council, the Council continued to function through a Governing Body and an Advisory Board up to the year 1940, when on the passage of the Agricultural Produce Cess Act, 1940, a Standing Finance Committee was constituted and a Reserve Fund was created by the Council as required under the provisions of that Act. Up to that year, the Advisory Board was, in the discharge of its functions, assisted by a number of Standing Committees and *Ad hoc* Committees. On the basis of the experience gained from the working of these Com-

mittees, these were replaced on the recommendations of the Advisory Board and the Governing Body of the Council in 1941 by a number of Scientific Committees, one each for a major branch of agricultural/animal husbandry science, and a number of Commodity Committees, one each for a major crop or a group of crops. In order to enable the Council to sponsor research programmes on an all-India and regional basis, the territories of the Indian Union were demarcated by it in 1949 on the basis of soil-climate complex into five agricultural and four animal husbandry regions.

In order to enable the Council to discharge more effectively its functions relating to the co-ordination of the research activities in the country in the fields of agriculture, animal husbandry and allied subjects, the constitution of the Council was amended at its Special General Meeting held in November, 1950, so as to provide for the constitution of a Board of Research and a Board of Extension under the Council. Provision was also made at the same time for the constitution of a Standing Committee to assist the Governing Body of the Council in the discharge of its functions.

On the basis of the recommendations made by a Special Sub-Committee, appointed by the Governing Body at its meeting held in February, 1956, to examine, *inter alia*, whether repeated scrutiny of schemes by a number of Committees and Boards was really necessary, the Commodity Committees, the Board of Extension and the Standing Committee of the Council were abolished by the Council at its Special General

Meeting held in December, 1956, as it was considered that the Commodity Committees of the Council had served no useful purpose and there was no need for a Board of Extension after the setting up of the Ministry of Community Development by the Government of India, and there was duplication of work between the Standing Finance Committee and the Standing Committee. The Council now, therefore, functions through its following organs :

- (a) Governing Body
- (b) Standing Finance Committee
- (c) Advisory Board
- (d) Board of Research
- (e) Scientific Committees
- (f) Regional Committees

(a) *Governing Body*

The Governing Body of the Council is responsible for the management of all affairs and funds of the Council, subject to such limitations as the Government of India, may, from time to time, impose in respect of the expenditure from the grants made by them, provided always the Governing Body does not have greater powers in the matter of expenditure from the funds of the Council than the Government of India possess in respect of expenditure from public funds. The functions of the Governing Body of the Council are :

- (a) to make, amend or repeal any bye-laws relating to the management and administration of the affairs of the Council; and
- (b) to consider the annual budget of the Council, and its subsequent alterations, placed before it by the Secretary of the Council from time

to time and pass it with such modifications as it may think fit;

- (c) to establish and close institutions, create and abolish posts, start, amalgamate or close departments and hostels, found scholarships, prizes and medals and encourage the pursuit of learning by other means;
- (d) to make provision for the grant of degrees, diplomas, certificates and academic titles;
- (e) accept donations, and endowments or give them upon such terms as it may think fit;
- (f) to delegate any of its powers other than those of making bye-laws under (a) to such authorities as it may deem fit; and
- (g) to appoint :
  - (i) Scientific Committees on the recommendations of the Advisory Boards, and
  - (ii) Boards, Committees, other than Scientific Committees, and Sub-Committees
 for such periods and on such terms as it may deem fit and dissolve any of them.

The Governing Body now consists of the President of the Council (the Union Minister for Food and Agriculture), who is its Chairman; the Vice-President of the Council; the Union Deputy Minister for Agriculture; the Ministers in charge of Agriculture in each of the States of the Indian Union; the Chief Commissioners/Administrators of the Union Territories; the Secretary to the Government of India in the Ministry of Food and Agriculture (Department of Agriculture); three representatives of

Parliament, one of whom is a Member of the Rajya Sabha and the other two Members of the Lok Sabha; two representatives of the Advisory Board of the Council, elected by that Board from amongst its members; the Financial Adviser of the Society, and such other persons as the Union Minister for Food and Agriculture may, from time to time, appoint on that Body.

(b) *The Standing Finance Committee*

The functions of the Standing Finance Committee are :

- (a) to examine the annual statement of income and expenditure of the Council and to submit it to the Governing Body with its recommendations;
- (b) to examine the estimates of all research schemes of the Council;
- (c) to examine all proposals for the creation of Class I posts;
- (d) to scrutinise all proposals for amendment of the bye-laws of the Council affecting delegation of financial powers by the Governing Body;
- (e) to determine the order of priority in which the schemes should be financed by the Council and to submit that order of priority to the Governing Body; and
- (f) such other functions in respect of financial matters as may be assigned to the Committee by the Governing Body of the Council.

The Standing Finance Committee at present consists of the Secretary to the Government of India in the Ministry of Food and Agriculture (Department of Agriculture); the Vice-President of the

Council; a representative of the Ministry of Finance (normally a Joint Secretary to the Government of India), designated as the Financial Adviser of the Council; five representatives of the Governing Body elected by that Body from among its members, one of these representatives is a representative of Parliament and the other an agriculturist, two eminent scientists nominated by the President of the Council on the recommendations made in this behalf by the Inter-University Board of India, one of these scientists is from the agricultural side another from the animal husbandry side. The President of the Committee is elected by its members from amongst themselves as soon as all appointments and nominations to it are completed.

(c) *Advisory Board*

The functions of the Advisory Board of the Council are :

- (a) to examine all proposals in connection with the scientific objects of the Council, relating to research, extension and development projects in the spheres of agriculture, animal husbandry, forestry, fisheries and allied subjects, received by the Council and to report thereon;
- (b) to make recommendations to the Governing Body regarding the appointment and composition of Scientific Committees; and
- (c) to do generally all things as it may be requested by the Governing Body to do in furtherance of the research and extension activities in the spheres of agriculture, animal husbandry, forestry, fisheries and allied subjects.

The Advisory Board consists of the Vice-President of the Council who is its Chairman, the members of the Board of Research, the State Directors of Agriculture, the State Directors of Animal Husbandry and/or Veterinary Services, two representatives of the Union Territories, one of whom is an Agricultural Officer and the other an Animal Husbandry Officer, nominated by the Government of India, the Agricultural Marketing Adviser to the Government of India, the Economic and Statistical Adviser, Ministry of Food and Agriculture (Department of Agriculture), the Director, Indian Institute of Science, a representative each elected on the Council by the Indian Council of Medical Research, the Indian Central Cotton Committee, the Indian Central Jute Committee, the Indian Lac Cess Committee, the Indian Central Sugarcane Committee, the Indian Central Coconut Committee, the Indian Central Tobacco Committee, the Indian Central Oilseeds Committee and the Indian Central Arecanut Committee, a representative elected jointly on the Council by the Indian Tea Association and the United Planters' Association of Southern India, a representative each of the Rubber Board and the Coffee Board on the Council, the four representatives of the Indian Universities on the Council elected by the Inter-University Board of India, a representative of the Co-operative Movement and a representative of the Fisheries Research Stations in India nominated by the Government of India, the Director of Remounts Veterinary and Farms, Army Headquarters, Ministry of Defence, a representative of Farmers' Forum, India,

and such other persons as may, from time to time, be nominated on the Board by the Union Minister for Food and Agriculture.

(d) *Board of Research*

The Board of Research functions as a Committee of the Advisory Board to assist the Board in the discharge of its activities. The functions of the Board of Research are:

- (a) to guide the Advisory Board in respect of the general policy of research in the spheres of agriculture, animal husbandry, forestry, fisheries and allied subjects;
- (b) to make recommendations to the Advisory Board for the purpose of testing the results of research under actual farming conditions through pilot schemes and their utilization in current practices;
- (c) to indicate priorities of research projects to be financed by the Council, after having obtained thereon the recommendations of the relevant Scientific Committees and submit them to the Advisory Board with such recommendations as it may consider necessary;
- (d) to review and co-ordinate the research activities in the country as a whole in the fields of agriculture, animal husbandry and allied subjects;
- (e) to formulate a unified programme of research for the country as a whole, after having obtained the recommendations of the Scientific Committees and other Committees of the Council in respect thereof;

- (f) to scrutinize inventions and discoveries in the fields of agriculture, animal husbandry, forestry, fisheries and allied subjects with a view :
  - (i) to assess the value of discoveries and inventions;
  - (ii) to examine the justifiability or otherwise of taking out patents for the results of researches;
  - (iii) to determine the scope of commercial exploitation of the discoveries and inventions that may be recommended by it for taking out patents;
  - (iv) to apportion the credit to the worker or workers responsible for the discoveries or inventions;
- (g) to do in general all such things as it may be requested by the Advisory Board to do in furtherance of research in the fields of agriculture, animal husbandry and allied subjects.

The Board of Research which was expanded by the Council at its Special General Meeting held in December, 1956, so as to enable it to co-ordinate more effectively the activities of the Council with those of the Central Research Institutes and the Central Commodity Committees, now consists of the Vice-President of the Council, who is its Chairman, the Agricultural, Animal Husbandry and the Agricultural Extension Commissioners with the Government of India, the Statistical Adviser to the Council, the Directors of the Indian Agricultural Research Institute, the Indian Veterinary Research Institute, the National Dairy Research Institute, the Central Rice Research Institute, the Central Potato Research Institute, the Indian Institute

of Sugarcane Research, the Sugarcane Breeding Institute, the President, Forest Research Institute and Colleges, the Chairman of the Scientific Committees of the Council, a representative each of the Indian Central Cotton Committee, the Indian Central Jute Committee, the Indian Central Sugarcane Committee, the Indian Lac Cess Committee, the Indian Central Coconut Committee, the Indian Central Tobacco Committee, the Indian Central Oilseeds Committee, the Indian Central Arecanut Committee; and two representatives of the Ministry of Community Development nominated by that Ministry, one of whom is an agricultural officer and the other an animal husbandry officer, and such other persons as may from time to time be nominated by the President of the Council on the Board.

#### (c) *Scientific Committees*

The Scientific Committees of the Council are responsible for assisting the Board of Research in the discharge of its functions. The functions of the Scientific Committees of the Council, unless otherwise laid down by the Governing Body, are as follows:

- (a) to examine in detail from their respective scientific and technical points of view all schemes submitted to the Council by the State Governments, etc., for financial assistance or for advice prior to their consideration by the Board of Research and the Advisory Board;
- (b) to arrange priority according to which individual schemes should be taken up for execution;

- (c) to recommend institution or institutions at which each individual scheme should be taken up for execution;
- (d) to scrutinize technical programmes of the schemes financed by the Council and those submitted to it for advice by the State Governments, etc., and to suggest the lines on which work should be carried out under each of the schemes whose technical programmes are scrutinized by them;
- (e) to scrutinize the annual progress reports and final reports in respect of the schemes financed by the Council with a view to assess the progress of work carried out under each of them in the year under report or in the entire period of the scheme, as the case may be;
- (f) to make recommendations for the purpose of testing the results of researches under actual farming conditions through pilot schemes and for their utilization in current practices;
- (g) to indicate the results of researches of proved economic value for passing on to the Extension Workers for adoption by farmers in their everyday practice;
- (h) to indicate the problems on which research work is already in progress but requires intensification and to suggest necessary measures therefor;
- (i) to indicate new problems on which research work should be undertaken and to suggest the steps that may be taken for tackling them;
- (j) to scrutinize the annual reports received by the Council in respect of the research activities carried out in a particular year from the State Governments, etc., with or without financial assistance from the Council with a view to co-ordinate research activities in the country;
- (k) to prepare a co-ordinated programme of research work in their respective fields and make suggestions for its implementation;
- (l) to plan research work for the future in their respective fields and to prepare model schemes therefor;
- (m) to make recommendations regarding the closure of schemes that may not be considered by them to be working satisfactorily;
- (n) to prepare annual reviews on the research work carried out in the country in their respective fields; and
- (o) to advise on such matters as may be referred to the Committees by the Advisory Board or the Vice-President of the Council.

The Scientific Committees, each representing a major branch of the agricultural/animal husbandry science, are appointed by the Governing Body of the Council on the recommendations made in this behalf by the Advisory Board. Each of the Scientific Committees consists of experts in the agricultural and/or animal husbandry sciences dealt with by it (both officials and non-officials) drawn from all over India with an eminent scientist in the line as its Chairman.

(f) *Regional Committees*

The functions of the Regional Committees are :

- (a) to study important problems in the region and to carry out preliminary scrutiny of the new schemes and extension proposals submitted to the Council for financial assistance or for advice, with a view to determining whether there is an actual need for undertaking research in the region on the specific problems proposed in the schemes ;
- (b) to avoid, as far as possible, overlapping and duplication of research in the country ;
- (c) to recommend co-ordinated schemes instead of independent schemes for the region as a whole ;
- (d) to ensure that the available funds and scientific personnel are utilized to the maximum possible extent and advantage, thereby effecting economy in expenditure ;
- (e) to make recommendations in respect of centre or centres where the schemes may advantageously be worked ; and
- (f) to refer back schemes for revision to the sponsoring authorities, whenever considered necessary.

Each Regional Committee consists of the Directors of Agriculture/Directors of Animal Husbandry and/or Veterinary Services in the States and Union Territories included in the region, the Directors of the Central Research Institutes, Directors of important private Research Institutions located in the Region, and a representative of the Farmers' Forum, India. The Agricultural Commissioner

with the Government of India and the Animal Husbandry Commissioner with the Government of India are the Chairman and Convener of the Regional Committees on the Agricultural and Animal Husbandry sides respectively.

The Secretariat of the Council, though at present an Attached Office of the Ministry of Food and Agriculture (Department of Agriculture), functions for all purposes as part and parcel of the Department of Agriculture and is responsible for the administration of the Council, the Central Commodity Committees and the research and development schemes in respect of the commodities with which these bodies are concerned and also those which have been included in the Second Five Year Plan. The Vice-President of the Council, its Secretary and Additional Secretary and Under Secretaries enjoy the status of Additional Secretary, Deputy Secretaries and Under Secretaries respectively to the Government of India in the Department of Agriculture.

2. *Directorate of Economics and Statistics*

The Directorate of Economics and Statistics is an Attached Office under the Ministry of Food and Agriculture and is the sole organisation of the Government of India which deals with all agro-economic problems, including the preparation of memoranda on current issues of agro-economic policy, preparation of periodical or *ad hoc* statements and/or reports for the use of the Ministry of Food and Agriculture and the collection, compilation and dissemination of agricultural intelligence covering the different agricultural crops, etc. It is headed by

the Economic and Statistical Adviser, who is an ex-officio Deputy Secretary to the Government of India.

### 3. *Directorate of Marketing and Inspection*

The Directorate was set up in 1935 with the object of improving marketing facilities for agricultural produce — both crops and animal husbandry products, and thereby to improve the economic conditions of the producers in India. The functions of the Directorate are mainly threefold — firstly, to conduct marketing investigations and surveys of agricultural and other products, secondly to carry on quality control work under the Agricultural Produce (Grading and Marking) Act, 1937, and the Fruit Products Order issued under the Essential Commodities Supplies Act, 1955, and thirdly, to promote development of agricultural marketing by advising and co-ordinating the activities of the States in this field. This organisation also advises the Government from time to time in matters relating to marketing and promotion of exports of agricultural commodities. The marketing improvement and development work comprises:

- (a) grading and standardisation of agricultural commodities;
- (b) regulation of markets;
- (c) standardisation of weights and measures in respect of the marketing of agricultural produce;
- (d) drawing up of standard contract terms; and
- (e) training of marketing personnel.

### 4. *Directorate of Plant Protection, Quarantine and Storage*

The Directorate of Plant Protection, Quarantine and Storage was established

in May, 1946, for taking steps to co-ordinate the activities of the various States regarding the control of serious pests and diseases and assisting them in the development of plant protection work. The Locust Warning Organization, which was set up in 1939, was merged with this Directorate. The main functions of this Directorate are as follows:

- (a) Organising campaigns against migratory pests of all-India importance, e.g. locusts, birds, etc. and diseases of agricultural crops such as rusts, smuts, bunts, etc.;
- (b) Preventing the entry into India of new pests and diseases carried by imported plant materials by sea, air and land routes;
- (c) Regulating, in co-operation with the State authorities, the inter-State movements of plants so as to prevent the spread of pests and diseases to new areas;
- (d) Regulating the importation of parasites for the control of crop pests; and
- (e) Assistance to States in carrying out field operations against pests and diseases by providing timely information about their outbreaks.

The Directorate functions through the following four Divisions under the charge of the Plant Protection Adviser to the Government of India, assisted by various other staff:

- (i) Locust Division
- (ii) Entomology Division
- (iii) Plant Diseases and Weeds Division
- (iv) Plant Quarantine Division

With a view to supplementing the resources of the State Plant Protection

Organisations, 14 Central Plant Protection Equipment Stations have been established in different States. A small Aerial Unit comprising of three aircraft has also been set up for aerial spraying against insects and pests. Plant Quarantine Stations have also been established in the major sea and airports of India with a view to preventing entry of new plant pests and diseases into the country. A Field Station for investigation on locusts has been established at Bikaner.

#### 5. *Directorate of Extension and Training*

The Directorate of Extension and Training was set up in May, 1955. It is headed by an Agricultural Extension Commissioner. The main functions of the Directorate are:

- (i) Formulation of model schemes for training of village level workers and other staff required to man the Community Projects and the National Extension Service Blocks.
- (ii) Providing technical guidance and advice to the State Governments

in the formulation of their schemes for the training of personnel required for the execution of the National Extension Service and the Community Project Programme in their respective States.

- (iii) Supervision and inspection of the working of the Extension Training Centres and other schemes in the States.
- (iv) Advising the Government of India in the formulation of policy in regard to Agricultural Extension Training work.
- (v) Advising the Government of India in its dealings, in the field of extension, with foreign organisations like T.C.M., Ford Foundation etc.
- (vi) Collection and dissemination of information about the Extension Service with particular emphasis on training aspects.
- (vii) Planning and directing crop campaigns and crop competitions.

### IV

## SUBORDINATE OFFICES

The Subordinate Offices of the Department are:

#### 1. *Indian Veterinary Research Institute, Izatnagar and Mukteswar (U.P.)*

The Indian Veterinary Research Institute came into existence in the year 1893. It undertakes both research and training in veterinary science. The Institute is headed by a Director, who is assisted by

various technical and non-technical staff. The main functions of the Institute are:

- (i) Carrying out veterinary and animal husbandry research;
- (ii) Imparting post-graduate training in the different branches of veterinary science and animal husbandry;
- (iii) Manufacturing biological products for the prevention of animal

diseases for the whole of the country and for supply to other countries also.

It has six research divisions and several services sections. The research divisions are :

- (i) Pathology and Bacteriology
- (ii) Animal Genetics
- (iii) Biological Products
- (iv) Animal Nutrition
- (v) Poultry Research
- (vi) Division of Parasitology

The Institute supplies the veterinary demands for sera and vaccines throughout the country.

## 2. *Indian Agricultural Research Institute, New Delhi*

The Indian Agricultural Research Institute was originally established at Pusa, Bihar, in 1905, out of the funds donated by an American philanthropist. In 1936, following the devastating Bihar earthquake, the Institute was shifted to its present home in New Delhi, popularly known as "Pusa Institute". The Institute is headed by a Director, who has various research staff under him. The main functions of the Institute relate to research, training, advisory and survey work. Besides fundamental research, the Institute also undertakes applied research on basic problems. There are at present seven Divisions of the Institute, viz., (i) Agronomy, (ii) Botany, (iii) Soil Science and Agricultural Chemistry, (iv) Entomology, (v) Mycology, (vi) Agricultural Engineering and (vii) Horticulture. It has also in addition one Section of Agricultural Economics and another of Agricultural Statistics. It has three main sub-stations :

- (a) Agricultural Research Station, Karnal;
- (b) Botanical Sub-Station, Pusa (Bihar); and
- (c) Central Vegetable Breeding Sub-Station at Katrain (Kulu Valley).

The Institute provides a regular two-year course of post-graduate training in the different branches of agricultural science, leading to the award of the Diploma of Associateship of the Indian Agricultural Research Institute. The Central College of Agriculture, which is affiliated to the Delhi University, providing a three-year training course in Agriculture leading to the B.Sc. (Hons.) Course, was integrated with this Institute in July, 1951.

## 3. *National Dairy Research Institute, Karnal*

The National Dairy Research Institute which was established on the premises of the Cattle-cum-Dairy Farm, Karnal, is the principal educational and research centre in the country in dairy science. It has a Southern Regional Station at Bangalore. It is organised into five research divisions and an Education Wing with a Dairy Science College. The five research divisions deal with Dairy Husbandry, Dairy Chemistry, Dairy Bacteriology, Dairy Technology and Dairy Engineering. The Dairy Science College which started functioning from the 15th July, 1957, is a residential institution and provides instruction in the theory and practice of Dairy Science with special emphasis on Dairy Technology. The Institute offers technical advice to trade, private individuals, public institutions and associations and Government Departments in different States on various

problems pertaining to cattle husbandry and dairying. The Institute is a centre for key village work and runs several artificial insemination centres with the object of upgrading the local village stock. The Institute and its Southern Regional Station at Bangalore are headed by a Director.

4. *Central Marine Fisheries Research Station, Mandapam*

The station was started at Madras in 1947, with its temporary headquarters located in the Zoological Laboratories of the Madras University. It was subsequently shifted to its permanent headquarters at Mandapam. It has sub-stations or research units at Calicut, Karwar, Bombay, Cochin, Madras, Mangalore, Waltair, Calcutta, Kandla, Quilon, Kakinada, Portonovo and Vizianagram for conducting fishery research on sardines, mackerel, bottom fishes, prawns, and shell fish and sea-weeds. The main functions of the station are to carry out research on biological, physico-chemical and other aspects of the sea fisheries of India, ultimately aimed at obtaining the maximum sustained yield from the seas around India.

5. *Central Inland Fisheries Research Station, Calcutta*

This station was established in 1947, with its temporary headquarters at Calcutta with a small research staff. It was shifted to its permanent headquarters at Barrackpore in 1949. Pending construction of a permanent building at Barrackpore, the station was temporarily shifted back to Calcutta in 1953. It has sub-stations or research units at Cuttack and Allah-

abad, Balugan, Gauhati and Tunga-badhra. The main functions of the station are to carry out research on various aspects of fresh water and estuarine fisheries in order to increase the production of fish from inland and estuarine waters. The station also conducts a training course to meet the needs of technical personnel of the States.

6. *Deep Sea Fishing Station, Bombay*

It was started in September, 1946, at Bombay. The main functions of the station are to determine suitable types of power craft and gear for working in Indian waters during fishing seasons and the equipment best suited for the preservation, storage and distribution of fish, charting of fishing grounds and training of personnel for operating mechanised fishing vessels. An off-shore Fishing Unit has been opened at Cochin in 1957. A Cold Storage Plant and an Ice Factory were installed at the Deep Sea Fishing Station, Bombay in 1951 to carry out large-scale experiments in fish preservation, storage etc. A training course for a period of four years for giving training in Deep Sea Fishing methods was started in the year 1951. The object of such training is to equip the fishermen to conduct deep-sea fishing operations with mechanised boats.

7. *Central Fisheries Technological Research Station, Cochin*

The Central Fisheries Technological Station was established at Cochin in 1957 for research on improved types of fishing gear and craft, fish processing and utilisation of fish products.

### 8. Fisheries Extension Unit

Eight Fisheries Extension Units have been established at Calcutta, Mandapam (Camp), Allahabad, Hyderabad (Dn.), Gauhati, Bhopal, Delhi and Bangalore for bringing to the knowledge of the fishermen the results of researches carried out in the field of fisheries at the Fisheries Research Stations.

### 9. Central Rice Research Institute, Cuttack

This Institute was established at Cuttack in 1946, for the purpose of making fundamental studies in the rice crop with particular reference to its agronomy, the production of improved strains, manurial requirements of the crop, control of insect pests and plant diseases and maintenance of a live collection of different rice varieties grown in India and other countries for providing material for plant breeding work. In addition to the functions of the Institute as stated above, the Food and Agriculture Organisation of the United Nations has sanctioned a co-operative hybridisation scheme for the benefit of the various rice growing countries in South-East Asia. The Government of Orissa has placed at the disposal of the Institute an agricultural farm.

In addition to the administration and farm sections of the Institute, there are eight research sections, viz., Botany, Agronomy, Agricultural Chemistry, Plant Pathology, Statistics, Agricultural Engineering, Agricultural Entomology and Plant Physiology.

### 10. Central Potato Research Institute, Simla

In 1944, the Indian Council of Agricultural Research decided that the research work on potatoes should be

taken over by the Government of India, and, accordingly, a comprehensive scheme for the establishment of a Potato Research Institute at Patna was prepared.

The Central Potato Research Institute, established in 1949, has its main station now at Simla and three sub-stations at Patna, Kufri and Mukteshwar (U.P.) and three Regional Stations at Jullundur (Punjab), Babugarh (U.P.), Nilgiris (Madras). Two more Regional Stations, one at Poona (Bombay) and the other at Darjeeling (West Bengal), will be established in due course. The main functions of the Institute are:

- (a) Breeding of suitable high-yielding varieties for the different potato-growing tracts of the country;
- (b) Determination of the optimum standards of cultivation of the potato crop in relation to soil-climate complex;
- (c) Survey and investigation of methods of control of major plant diseases and insect pests of the potato crop both in the field and in storage; and
- (d) Building up of a seed certification organisation for the multiplication and distribution of disease-free pure seed.

### 11. Sugarcane Breeding Institute, Coimbatore

The Sugarcane Breeding Institute, Coimbatore, was established in 1912. It is the Central Institute in India for breeding work on sugarcane and all research work connected with this aspect. On the economic side, the Institute is engaged in evolving improved varieties of sugarcane both for tropical and sub-tropical areas. The aim is to evolve new varieties

with high yield of sucrose and resistance to pests and disease. The Institute distributes to the respective State Sugarcane Research Stations batches of new varieties every year and these are multiplied and tested for suitability to local conditions in the various cane tracts of India. The improved varieties evolved by the Institute and popularly known as co-canes, now cover about 90 per cent of the total acreage of sugarcane. As regards fundamental research work, the Institute conducts research on the botany and cytogenetics of sugarcane as also on the physiology of flowering of cane. Work on different aspects is also in progress in the Chemistry, Mycology and Entomology Sections of the Institute.

The activities of this Institute have expanded recently and studies have been carried out on the wild kans (*Saccharum Spontaneum*) and the Institute has also established a Germ Plasm Bank and made a collection of the best varieties of cane from all over the world for the purpose of study and use in breeding. It is proposed to incorporate the Spontaneum Expedition Scheme as also other research schemes, now working on a temporary basis, as part of the normal work of the Institute. The Institute also maintains a Sub-Station at Karnal (Punjab) for noting the reaction of the patent varieties to the severe winter conditions and frost and for identification of varieties and their description. The Institute also maintains a small Sub-Station at Talliparamba on the West Coast, as the coastal belt between the Western Ghats and the Arabian Sea is ideally suited for growing sugarcane in conditions free from mosaic disease.

#### 12. *Indian Institute of Sugarcane Research, Lucknow*

The Indian Institute of Sugarcane Research, Lucknow, was established in 1952 by the Indian Central Sugarcane Committee. Consequent upon the abridgement of the functions of the Indian Central Sugarcane Committee, the control of the Institute was taken over by the Government of India with effect from the 1st January, 1954. The Institute, which is well equipped and the only one of its kind in India, has a farm of 555 acres attached to it. The Institute is engaged in carrying out fundamental research on sugarcane problems of all-India importance, like biological control of sugarcane pests, nature of disease resistance in cane varieties, evolution of improved implements for sugarcane cultivation, improvement in methods of manufacture and storage of *gur*, and on factors, other than soil and climate, which influence yield and juice quality. It also co-ordinates the work done on sugarcane entomology and mycology at all the Research Stations in India.

A museum containing interesting exhibits on the important aspects of sugarcane, including diseases and pests and manufacture of *gur*, has been organised. An engineering workshop is also shortly to be established.

The Institute has, at present, the following sections:

- (i) Agronomy
- (ii) Entomology
- (iii) Mycology
- (iv) Agricultural Engineering
- (v) Gur and Khandsari
- (vi) Soil Microbiology
- (vii) Plant Physiology

13. *Central Tractor Organisation, New Delhi*  
One of the important field activities of the Department is the reclamation of cultivable waste land by agreement with the State Governments through the Central Tractor Organisation. The Central Tractor Organisation came into existence in 1947, when a large number of heavy crawler tractors became available from American surpluses. After the acquisition of the Disposals tractors, 270 heavy tractors were purchased with the help of a loan of 10 million dollars (of which 2·8 million were later surrendered) obtained from the International Bank. A total area of 16·2 lakh acres of land has so far been reclaimed by C.T.O.

The Government of India have set up under the Second Five-Year Plan a Tractor and Agricultural Machinery Training Centre at Budni in Madhya Pradesh. This Centre provides 'on the job' training in the use of agricultural machinery and turns out 112 trained persons every year.

#### 14. *Central Mechanized Farm, Jammu*

This farm was set up in September, 1952 with the dual object of bringing under cultivation a large tract of 12,000 acres of cultivable waste land lying alongside the Indo-Pakistan border in Samba and Ranbirsinghpura tehsils of Jammu District of Jammu and Kashmir State and to help in the restoration of confidence in the minds of the displaced persons settled in the villages adjoining the Farm area. The land for the Farm has been taken on lease for a period of 10 years from the Jammu and Kashmir Government. In 1955, an area of about 2,000 acres was returned to the J and K

Government at its request. The Farm has now under its control about 10,000 acres out of which an area of about 8,800 acres is brought under cultivation in every crop year. The remaining area is covered by roads, buildings, irrigation channels, etc. It is proposed to hand over the farm to the State Government on the expiry of the lease period.

#### 15. *Central Mechanized Farm, Bhopal*

This farm was set up in September, 1953 with the object of reclaiming of 10,000 acres of jungle land in the former Bhopal State for purposes of bringing it under cultivation and resettlement thereon of 1,000 families of landless agricultural labourers. The scheme relating to this farm was modified in April, 1955 so as to provide for the settlement of 500 families of landless labourers by Kharif, 1957. As contemplated in the modified scheme, the settlement of 469 families of landless labourers (200 from Travancore-Cochin State and 269 from Bhopal State) was completed by April, 1957. With their settlement, the entire area available for settlement purposes was utilised. The Farm was handed over to the Government of Madhya Pradesh on 30-4-1957. The State Government is now looking after the outstanding problems arising out of settlement and the welfare of the settlers.

#### 16. *Central Mechanized Farm, Suratgarh*

This farm was set up in August, 1956 with the gift machinery received from the Government of U.S.S.R. For this farm 30,670 acres of land have been taken on lease for a period of fifteen years in the first instance from the

Government of Rajasthan. The net area available for cultivation after the farm is fully developed will be 22,670 acres. For the present, only non-perennial irrigation for four months from July to October is available with the result that cultivation operations are at present being confined to limited areas which are under the command of the existing irrigation resources. Perennial irrigation for the entire farm area is expected to become available on completion of the Bhakra Dam Project by the end of 1959-60.

#### 17. *Exploratory Tubewells Organisation*

The Exploratory Tubewells Organisation has been set up under the direct control of the Tubewell Projects Administration for implementing the Groundwater Exploration Project taken up by the Government of India with the financial assistance from the U.S. Government. Promising areas in various parts of the country have been selected where about 410 exploratory tubewells will be drilled to investigate areas for groundwater possibilities with a view to developing adequate economic supplies of groundwater by means of tubewells, mainly for purposes of irrigation. Four Divisions of the Organisation are working simultaneously in different areas. The Headquarters Division and the office of the Chief Engineer of the Organisation are located at New Delhi.

#### 18. *Forest Research Institute and Colleges*

(a) *The Indian Forest Research Institute and College, Dehra Dun*, is internationally recognised as an important centre for research into problems of Forestry and

Forest Products utilisation and for technical and advanced training in forestry and for forest industries. In 1867, the institution began initially as a training centre for forest rangers; and the Forest Research Institute and Colleges, as it is known today, came into being in 1906 and has undergone considerable expansion since. The Institute seeks to cover the entire range of Indian Forestry in all its aspects. Primarily, the Institute is interested in research into all problems connected with (i) rearing, protecting and managing the forests of the country and enhancing their usefulness, and (ii) the more efficient and profitable utilisation of timber and the various other products of these forests. The Institute does not concern itself with commercial advancement as such of any particular material or product; but being devoted to applied research, economic considerations naturally govern its investigations. Of equal importance is the work undertaken for the training of personnel for India's Forest Services. The training imparted is of two distinct standards, one for Forest Officers and the other for Forest Rangers. The third field of work involved is the organised dissemination of information regarding :

- (1) results of research, and
- (2) provision of facilities for research and training.

The expenditure on the Forest Research Institute is of the order of about Rs. 60 lakhs per annum.

The Organisation embraces the following broad units, namely :

- (1) Forest Research,
- (2) Forest Education,
- (3) Publicity and Liaison, and

- (4) General administration and maintenance.

Forest Research is undertaken in six major Divisions as indicated below, each under the charge of a Head of Division :

- (i) *Division of Chemical Technology* consisting of Chemistry of Forest Products, Minor Forest Products, Cellulose and Paper.
- (ii) *Division of Mechanical Technology* consisting of Timber Mechanics, Timber Engineering, Composite Wood, Wood Workshop, and Wood Surfacing.
- (iii) *Division of Seasoning and Preservation* consisting of Wood Seasoning and Wood Preservation.
- (iv) *Division of Forest Botany* consisting of Botany, Forest Genetics and Wood Anatomy.
- (v) *Division of Forest Protection* consisting of Entomology and Forest Pathology.
- (vi) *Division of Forestry* consisting of Silviculture, Forest Ecology and Soil Science, Fire Protection, and Logging.

(b) *Regional Forest Research Laboratory, Bangalore* Recognising the need for regional studies, a Research Station for the Southern Region has just been started (1956) at Bangalore.

#### 19. *Delhi Zoological Park*

The Government of India (Ministry of Food and Agriculture) is now engaged in the establishment of a first-rate Zoological-cum-Botanical Park in Delhi, worthy of the Capital of India. Early in 1956, the Government secured the services of a German expert, Mr. Carl Hagenbeck of the Hamburg Zoo, to

prepare a layout plan of the Park as well as furnish detailed designs for the animal enclosures, etc. Construction of the Zoo is in progress accordingly, over an area of 200 acres in the vicinity of the ancient monument known as the Purana Qila (Old Fort). The main points guiding the construction programme are :

- (i) There should be sufficient scope for landscape gardening and vegetational features consistent with the requirements of the animal enclosures.
- (ii) The animal enclosures should be designed as freely visible grounds, providing natural habitats for the various animals. The horticulture stretches will alternate suitably with open animal enclosures.
- (iii) While fauna from all over the world will be displayed in due course, to begin with, the stock of animals should include varied forms of the indigenous fauna.
- (iv) The project is estimated to cost over rupees one crore.

#### 20. *Soil Conservation Centres*

Soil Conservation Research, Demonstration and Training Centres have been established at the following places :

- (i) Agra (U.P.)
- (ii) Bellary (Mysore)
- (iii) Chandigarh (Punjab)
- (iv) Chhatra (Nepal)
- (v) Dehra Dun (U.P.)
- (vi) Kotah (Rajasthan)
- (vii) Ootacamund (Madras)
- (viii) Vasad (Bombay)

Another Soil Conservation Research, Demonstration and Training Centre is being established at Nongphoh (Assam).

In addition, the Desert Afforestation and Soil Conservation Station has been established at Jodhpur (Rajasthan).

The Centres at Agra and Chandigarh are under the charge of an Assistant Soil Conservation Officer each. The remaining Centres are under the charge of a Soil Conservation Officer each. The Desert Afforestation and Soil Conservation Station at Jodhpur is under the charge of a Senior Officer. Each Centre has the necessary supporting technical and ministerial staff.

Research and Demonstration are being carried out at these Centres on the following aspects:

- (i) Run off and erosion studies;
- (ii) Soil studies, particularly structural and infiltration capacity;
- (iii) Methods of erosion control by forestry, agronomic and engineering measures.

The Centre at Nongphoh will deal with the control of shifting cultivation and agricultural practices in tribal areas, and the training of the tribal people in proper agricultural practices including soil conservation.

Experimental works on shelter belts, suitability of grasses for sand-dune fixation, introduction of suitable grasses and trees on bare surfaces, pasture improvement etc., are being carried on at the Desert Afforestation and Soil Conservation Station at Jodhpur.

One year's training course and three months' refresher course for officers are conducted at Dehra Dun. Six months' training courses for Assistants are conducted at the Centres at Kotah, Bellary and Ootacamund. Besides, 6-month training for Assistants is also given at the D.V.C. Centre at Hazaribagh on behalf of the Central Soil Conservation Board.

There is an Advisory Body called the Central Soil Conservation Board with the Union Minister as Chairman and Secretary, Ministry of Food and Agriculture (Department of Agriculture) or his nominee, Agricultural Commissioner, I.C.A.R., Inspector-General of Forests, Member (Waterways, Irrigation and Navigation) of the Central Water and Power Commission and the Joint Secretary, Ministry of Finance, as members. There are three Directors with three Deputy Directors, who give technical advice in each aspect of agriculture, engineering and forestry.

## REGISTERED SOCIETIES, CORPORATIONS, ETC.

### 1. *Central Council of Gosamvardhana*

The Council was set up in 1952 as a registered body under the Societies Registration Act (XXI of 1860). The functions of the Council are to advise the Central and the State Governments on pro-

blems of improvement and development of cattle wealth of the country and to assist the State Federations of Gaushalas and Pinjrapoles in matters relating to the development of these institutions on proper lines. It organises

Gosamvardhana Week throughout the country and publishes a monthly bilingual (Hindi-English) "Gosamvardhana" Journal, devoted to cattle development activities. It runs a Gaushala Managers' Training Centre at Karnal. It also organises an All-India Milk Yield Competition with a view to encouraging high milk yielding strains in the cattle. The Minister for Food and Agriculture is ex-officio President of the Committee.

#### 2. *All-India Cattle Show Committee*

The Committee was set up in 1938 as an autonomous body registered under the Registration of Societies Act (XXI of 1860). The functions of the Committee are to organise All-India and Regional Cattle Shows and to carry on all activities connected therewith, including the furtherance of cattle breeding and improvement of livestock. It helps to spread the knowledge of the principles of sound animal and poultry breeding among the breeders. It also runs a Sales Intelligence Organisation for purchasing livestock for foreign countries and State Governments. The Minister for Food and Agriculture is ex-officio President of the Committee.

#### 3. *National Co-operative Development and Warehousing Board*

In accordance with the recommendations of the Rural Credit Survey Committee, an Agricultural Produce (Development and Warehousing) Corporation Act was passed in 1956, and the National Co-operative Development and Warehousing Board was set up in November, 1956. The Board consists of 22 members with

the Minister for Co-operation as its Chairman. The responsibility of organising the Co-operative Development Programme is with the Department of Agriculture and the National Co-operative Development and Warehousing Board. Loans are given to the State Governments to enable them to contribute to the share capital of marketing and processing societies, for construction of godowns by Co-operative Societies and grant subsidies for construction of godowns and for meeting the managerial cost of Co-operative Societies and the additional Departmental Staff of the State Governments. It is expected that with the assistance from the Central and State Governments, Co-operatives should be able to cover 50 per cent of the business in the matter of rural credit, marketing, processing, etc.

#### 4. *Central Warehousing Corporation*

In accordance with the provisions of the Agricultural Produce (Development and Warehousing) Corporation Act, 1956, the Central Warehousing Corporation was set up in March, 1957. The Board of Directors of the Corporation consists of 14 members with the Secretary, Department of Agriculture, as its Chairman. This organisation is expected to construct about 100 warehouses in the country during the Second Plan period, with a total capacity of over one million tons. The Central Government has agreed to guarantee a minimum dividend of  $3\frac{1}{2}$  per cent on the shares of the Corporation. The Corporation has since started functioning and has set up 5 warehouses at different places in the month of December, 1957.

## ADVISORY BODIES

A short description of the important Advisory Bodies functioning in this Department with their composition and functions is given below:

### 1. *Indian Council of Agricultural Education*

This Council is purely an advisory body and is concerned with the broad principles of agricultural education. The functions of the Council are:

- (a) to co-ordinate agricultural education (which term includes education in animal husbandry and dairying) programmes, so as to achieve a uniform standard of agricultural education throughout the country;
- (b) to advise the State Governments on such problems as may be referred to it; and
- (c) to prepare model syllabi for training courses in agriculture, animal husbandry and dairying for adoption in the various teaching institutions.

The Union Minister for Food and Agriculture is the President of the Council and the Union Minister for Agricultural Co-operation is its Vice-President. Other members of the Council are some of the Vice-Chancellors of the Universities; the Principals of Agricultural and Veterinary Colleges in India; the Principals of Colleges in India imparting instruction in Home Science; the Vice-President and Secretary, Indian Council of Agricultural Research; the Agricultural Commissioner with the Government of India; the Agricultural Extension Commissioner with

the Government of India; the Animal Husbandry Commissioner with the Government of India; the Inspector-General of Forests; a Representative of the Inter-University Board of India; the Directors, Indian Agricultural Research Institute, the Indian Veterinary Research Institute, and the National Dairy Research Institute; a Representative each of the Ministries of Education and Scientific Research, Food and Agriculture (Department of Agriculture) and Community Development; a Representative of the Planning Commission; a Representative of the Interim Indian Veterinary Council; the Chief of Agricultural Education and the Financial Adviser, Indian Council of Agricultural Research; and one member nominated by the Government of India.

### 2. *Wheat Rust Control Committee*

This Committee is responsible for making recommendations to the Government of India in respect of wheat rust control measures in the country.

The Committee consists of the Agricultural Commissioner with the Government of India, the Director and the Head of the Division of Botany, Indian Agricultural Research Institute, the Plant Protection Adviser to the Government of India as the representative of the Department of Agriculture.

### 3. *Central Rinderpest Control Committee*

The main functions of this Committee are:

- (i) (a) To initiate, guide, supervise and co-ordinate production

and field trials of rinderpest vaccines on a large scale and undertake a large-scale vaccination programme throughout the country in order to ultimately free the country from this disease ;

- (b) To watch the progress of the work undertaken under the project ;
- (ii) To assist the State Governments in drawing up their schemes, in the enactment of legislation required for compulsory vaccination and for the compulsory branding and marking of vaccinated animals, and in making arrangements for the manufacture of satisfactory rinderpest vaccines and any other biological products at the regional centres of production ;
- (iii) To make recommendations to the Government of India in respect of the financial assistance to be provided to the States ;
- (iv) To arrange for the training of field staff required for conducting the eradication plan ; and
- (v) To undertake such cognate measures as are germane and relevant to the pursuance of the aims and objects of the Committee.

The Vice-President, Indian Council of Agricultural Research acts as the Chairman of the Committee. Other members of this Committee are, the Animal Husbandry Commissioner with the Government of India, the Statistical Advisers, Indian Council of Agricultural Research, the Livestock Development Adviser to the Government of India, the Secretary,

Indian Council of Agricultural Research, the Director of the Indian Veterinary Research Institute, the Director of the State Animal Husbandry Departments and the Union Territories, the Directors, Remounts, Veterinary and Farms, the Heads of the Divisions of Pathology and Bacteriology and Biological Products, Indian Veterinary Research Institute, the Financial Adviser to the Ministry of Food and Agriculture and the Secretary, Central Rinderpest Control Committee.

#### 4. *Interim Indian Veterinary Council*

The Council was constituted in October, 1954 as a fore-runner to the National Veterinary Council. The main functions of this Council are :

- (i) To serve as a liaison body between Governments and the Veterinary Profession and between the Government of India and the International Veterinary Congress ;
- (ii) To help in the formation of State Veterinary Councils in all the States of the Indian Union and the Union Territories till such time as the statutory Councils have been formed ;
- (iii) To advise the Central and the State Governments on all matters concerning the Veterinary Profession ; and
- (iv) To maintain a recognised register of Veterinary Practitioners in the country.

The Council consists of the Animal Husbandry Commissioner with the Government of India, the Director, Indian Veterinary Research Institute, one Official Representative of the Veteri-

nary Profession in each of the States and the Union Territories, one Representative of the Veterinary Association nominated by each of the State Governments and the Administrations of the Union Territories in consultation with the Association of the State or the Union Territory, wherever it exists. The Animal Husbandry Commissioner with the Government of India is the ex-officio Chairman of the Council and the Assistant Animal Husbandry Commissioner with the Government of India acts as its Secretary. In order to transact urgent business that may arise in between the two consecutive meetings of the Council which are held annually, an executive Committee with the Animal Husbandry Commissioner with the Government of India as its Chairman and four members elected by the Council from among its members has been constituted. The recommendations of the Council are communicated to the State Governments and the Administrations of the Union Territories through the Government of India.

##### 5. *Board of Agriculture and Animal Husbandry in India*

The Board of Agriculture and Animal Husbandry in India provides opportunities for people interested in agricultural and veterinary subjects to come together and discuss matters of common interest and make recommendations to the Government.

This Board consists of two wings, viz., (i) the Crops and Soils Wing and (ii) the Animal Husbandry Wing. The Vice-President, Indian Council of Agricultural Research, acts as the Chairman of both the Wings. Other members of both these wings are representatives of the various Ministries of the Government of India, the Indian Council of Agricultural Research, the State Governments and the Administrations of Union Territories, the Central Research Institutes and various other Organisations.

##### TOTAL STRENGTH OF STAFF

Secretariat	995
Attached Offices	1,553
Subordinate Offices	7,865
(including commodity committees, registered societies, etc.)	

The important publications of the Department are as follows:

- (1) *The Indian Journal of Agricultural Science*
- (2) *The Indian Journal of Veterinary Science and Animal Husbandry*
- (3) *Indian Farming*
- (4) *Kheti — Hindi*
- (5) *The Rice News Letter*
- (6) *The Statistical News Letter*
- (7) *The Journal of Horticulture*

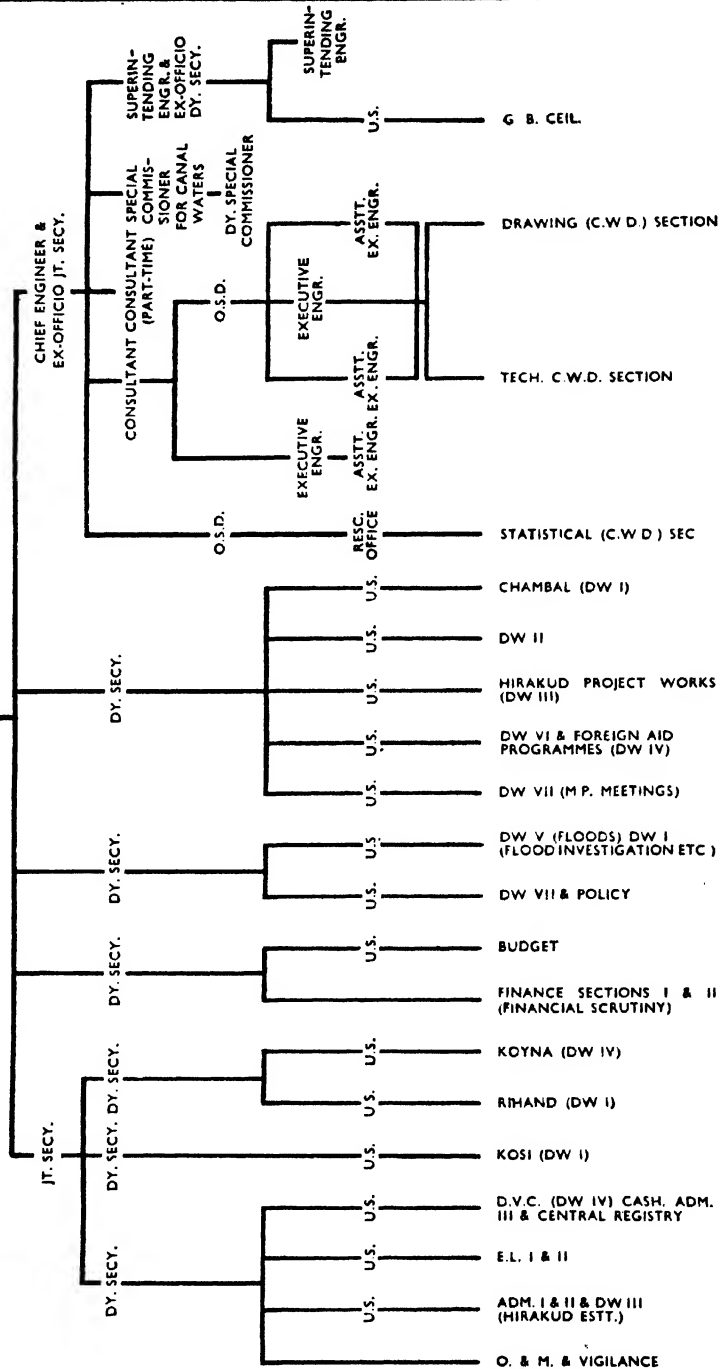
Besides, a number of casual publications on a variety of matters like *Tubewells in India*, *Compost and Sewage Bulletin*, *Handbook of Indian Fisheries* (1951), *Save the Nation's Food*, etc. are published from time to time.

**AS ON 31-3-57**

# MINISTER

DEPUTY MINISTER

**SECRETARY**



# MINISTRY OF IRRIGATION AND POWER

FROM 1854, subjects like 'Irrigation' and 'Power' were dealt with by the Public Works Department of the Government of India. In 1906, a post of Inspector-General of Irrigation was created in the Public Works Department specially to hold charge of these subjects. On the recommendations of the Inchcape Committee regarding the allocation of work in the Secretariat Departments, the Departments of Industries and Public Works were amalgamated and a new Department of Industry and Labour was created in April, 1923. As a result of this re-organisation, the post of Inspector-General of Irrigation was abolished from May, 1923. Again, in June, 1923, a new post of Consulting Engineer was created to look after the duties previously discharged by the Inspector-General of Irrigation.

In January, 1927, the Central Board of Irrigation was constituted to examine and report on such irrigation, hydro-electric and river control projects or other allied problems as may be referred to it by the Government of India. It also advised those Provincial Governments or Indian States, which were admitted to the full membership of the Board, on any technical question. The Board was responsible

for co-ordinating the research work and for arranging the publication of technical papers. Simultaneously, the Consulting Engineer was relieved of all direct responsibility for provincial works, although local Governments remained free to consult him, if they so desired. In 1931, it was felt that owing to the financial stringency and agricultural depression in the country, further development of irrigation facilities was not practicable in the immediate future, either under the Central or the Provincial Governments, as a result of which the post of the Consulting Engineer was abolished in March, 1932, by the Secretary of State for India, who, however, stated that when financial conditions improved, the Government of India would consider the question of reviving the said post.

The Department of Industry and Labour was the largest Department of the Government of India, dealing with an immense range of subjects, and as such, certain subjects under it were transferred from November, 1937, to the Departments of Education, Health and Lands, Defence and Communications. The remaining subjects, including Irrigation and other Public Works, were dealt with by the Department of Labour.

With the introduction of Provincial Autonomy from April 1, 1937, 'Irrigation' became a provincial subject, which enabled every administrative unit in the country to undertake necessary legislative

---

*Minister for Irrigation and Power* — Hafiz Mohammad Ibrahim — since April 2, 1958; *Deputy Minister for Irrigation and Power* — Jai Sukh Lal Hathi — since September 12, 1952; *Secretary* — T. Sivasankar, I.C.S. — since July 13, 1953.

or administrative measures in respect of waterways passing through its territory. A few years later, the Central Board of Irrigation began to insist that the post of the Inspector-General of Irrigation should be revived due to the increased importance of irrigation works in the country. Even the Government of India felt considerable difficulty in dealing with the technical questions coming up to them in the absence of the Inspector-General of Irrigation. Accordingly, in 1944, the Government of India appointed a Consulting Engineer for Irrigation and Waterways.

The Central Board of Irrigation also considered that the unilateral action by a Province or State concerning its position on a waterway may have an adverse effect on the neighbouring Provinces and States. In November, 1943, the Board, for making the fullest and most economical use of waterways, adopted a resolution recommending the setting up of a technical authority who would collect and collate the necessary data for the information and use of the Government of India and the Provinces and the States concerned. The Government of India also felt the necessity of such a body, and hence, the Secretary to the Department of Labour in his note dated August 31, 1944, proposed the setting up of the Waterways, Irrigation and Navigation Commission. The concurrence of the Education, Health and Lands Department, the Department of Labour, the Electrical Commissioner, the Central

Board of Irrigation, and the Provinces and the States was also obtained for setting up of such a Commission. The Government of India, accordingly, set up the Central Waterways (later renamed as Water-Power), Irrigation and Navigation Commission, in April 1945, to initiate, co-ordinate and further the schemes for the control, conservation and utilization of water resources throughout the country. In 1946, on the recommendations of the Secretariat Re-organisation Committee, a Department of Works, Mines and Power was created to deal with such subjects as irrigation, power and mines which were previously included in the Department of Labour. In 1951, all subjects pertaining to natural resources, including water and electricity development, were transferred to the newly constituted Ministry of Natural Resources and Scientific Research.

In the First Five-Year Plan, irrigation and power projects accounted for an outlay of Rs. 661 crores, which represented nearly a third of the total outlay under the Plan, and hence it was considered proper to create a separate Ministry of Irrigation and Power. In May, 1952, the Government of India announced the creation of the new Ministry. In view, however, of the detailed work involved in separating the work and personnel from the Ministry of Natural Resources and Scientific Research, this Ministry was actually set up as a separate entity in August, 1952, under the charge of a Cabinet Minister.

## FUNCTIONS AND ORGANISATION

At present, the Ministry is responsible for the following functions relating to:

- (1) Power,
- (2) Irrigation,
- (3) Flood Control, and
- (4) River Valley Projects.

(1) *Power* Till recently, the generation and distribution of electricity in India was governed by the Indian Electricity Act of 1910. The Act, as envisaged, did not promote power development in the country and this was found a great drawback during World War I. Beyond conducting a hydro-electric survey in 1921, in accordance with the recommendations of the Indian Industrial Commission, the Government had done very little in this direction. Hence, to promote power development during the war, the Government of India appointed an Electrical Commissioner in 1941, with duties to regulate, assist and control the power-generating industry in the interest of the war effort. Later, the Central Technical Power Board (subsequently merged in the Electrical Commissioner's Office to form the Central Electricity Commission in 1948), was created in 1945, to assist the State Governments and the electricity undertakings. To ensure economy and efficiency in administration, the Central Electricity Commission, and the Central Water-Power, Irrigation and Navigation Commission, were amalgamated in 1951 to form the Central Water and Power Commission.

In the new Constitution of India, 'Power' is in the Concurrent List of subjects. The Ministry of Irrigation and Power is allotted the following items of business concerning 'Power':

- (i) Development of Power
- (ii) Technical Assistance for Power Development
- (iii) Co-ordination of Power and Telecommunication lines
- (iv) Disputes among various States relating to distribution and utilization of water for power development
- (v) Electricity Legislation
- (vi) Research work in Power matters
- (vii) Generation and Supply of Electricity in Delhi

The first four functions are discharged through the agency of the Central Water and Power Commission, and the last three through the agencies of the Central Electricity Board, the Central Board of Irrigation and Power, and the Delhi State Electricity Board, respectively.

(2) *Irrigation* The importance of irrigation is immense to a predominantly agricultural country like India. During the past six years, increased attention has been given to the development of irrigation facilities and both long-term and short-term schemes have been formulated. The requirements of the food self-sufficiency programme have made it imperative to proceed with works which would immediately increase the quantity of water available for irrigation. In

different parts of the country, 153 projects have been undertaken. Some of these are purely for the purpose of irrigation, some for the generation of electricity and others are multi-purpose.

Irrigation being a subject in the State List, the Ministry of Irrigation and Power is concerned only with:

- (i) Technical Assistance for Irrigation Development
- (ii) Disputes among various States relating to distribution and utilization of water for irrigation
- (iii) Research work in irrigation matters

These functions are performed through the agencies of the Central Water and Power Commission, and the Central Board of Irrigation and Power.

(3) *Flood Control* To tackle the flood problems on a co-ordinated basis in conjunction with the States, most of the States accepted the advice of the Centre concerning the setting up of Flood Control Boards in their States to formulate schemes, both short-term and long-term, and for tackling the flood control problems in their areas. These Boards are assisted by Technical Committees. To consider the schemes prepared by the State Flood Control Boards, at the highest level, and to draw up a National Flood Control Programme, having regard to the available finances and technical personnel, a Central Flood Control Board, which includes Ministers from the States and the Centre, has been constituted. To assist the Central Flood Control Board in all technical matters pertaining to the preparation of integrated plans for flood control, River Commissions have also been constituted. Extensive investigations

on the Himalayan river systems have been taken up. A Flood Wing has been added to the Central Water and Power Commission to give technical assistance to the States on flood control problems, wherever necessary.

(4) *River Valley Projects* The multi-purpose projects are so called because of the manifold benefits they yield. Apart from providing irrigation facilities for additional food and commercial crops, the two other main benefits they confer are the control of floods and the generation of large blocks of hydro-electric power. Among the other benefits which accrue from the projects, are the development of internal navigation, pisciculture, the provision of drinking water and the eventual development of the rivers for purposes of recreation.

At present, about 153 projects have been undertaken in different parts of the country. Of these, six are multi-purpose, 104 irrigation and 43 power projects. Twelve of these 153 projects may be termed "Major". Of the major projects, six are multi-purpose, three are power schemes and three irrigation schemes.

Short descriptions of some of the Major Projects are given below:

(a) *Bhakra-Nangal Project* The construction of this project, which is one of the largest multi-purpose projects in India, started in 1946. It consists of:

- (i) The Bhakra Dam across the Sutlej, 50 miles above Rupar in Ambala district of the Punjab
- (ii) The Nangal Dam
- (iii) The Nangal Hydel Channel
- (iv) The Bhakra Canal System

On completion, the project will annually irrigate 3.6 million acres of land in the

Punjab and Rajasthan and will generate 6,04,000/419,000 kW. of power, which, in addition to serving the above-mentioned States, will also serve Delhi.

(b) *Hirakud Dam Project* The project will harness the river Mahanadi and provide irrigation to 2.5 million acres of land. The power houses at the base of the dam and at Chipline will have an initial installed capacity of 2,32,500 kW. This dam, which is over 15 thousand feet long, will be the longest in the world and will impound 6.60 million acre-feet of water. The impounded water will form a 288 sq. mile lake.

(c) *Damodar Valley Project* This multi-purpose project is intended to tame the turbulent Damodar river. The project will comprise four storage dams with hydro-electric installations, two giant thermal power stations — 225,000 and 150,000 kW. at Bokaro and Durgapur respectively — and an extensive power transmission grid and an irrigation barrage with canals and distributaries.

(d) *Tungabhadra Project* The Tungabhadra Project which was started in 1945 as a joint enterprise of the States of Madras and Hyderabad has, due to subsequent territorial changes and re-organisation of States, become a joint venture of the States of Andhra Pradesh and Mysore. The Project consists of a masonry dam across the Tungabhadra, a 127-mile canal with a power house on the left side and a 225-mile canal called the low-level canal with two power houses on the right side. An area of 6,71,600 acres in Mysore and 1,56,900 acres in Andhra will receive irrigation benefits. Under the full Scheme, 1,08,000 kW. of Power will be generated.

(e) *Kosi Project* The main features of the Project are:

- (i) Construction of a barrage — the Hanuman Nagar barrage across the Kosi river, about 3 miles upstream of Hanuman Nagar in Nepal
- (ii) Construction of about 140 miles of flood embankments on both the banks of the Kosi
- (iii) Excavation of the Eastern Kosi canal which will take off from the Hanuman Nagar barrage and will have four branches.

On completion the Project will, apart from providing flood protection, irrigate annually an area of 13.97 lakh acres.

(f) *Koyna Project* The Koyna Hydro-electric Project (Stage I) comprises a concrete-cum-masonry dam across the Koyna river in Bombay, an underground power house capable of generating 2,40,000 kW. of power at 60 per cent load factor and the necessary transmission and distribution system. According to the present construction programme, the target date of completion of the dam and the appurtenant works is March, 1961.

(g) *Rihand Dam Project* This project envisages the construction of a concrete gravity dam across the Rihand River in Uttar Pradesh near the village Pipri in Mirzapur District. The dam will be 3,004 ft. long and 271 ft. high above the river bed. The power house at the base of the dam is designed to house five generating sets, each of 50,000 kW. capacity, one of them being a standby. Transmission lines to Allahabad, Mirzapur, Sultanpur, Banaras, Man, Gorakhpur, etc. will be constructed to carry power to the eastern parts of Uttar Pradesh. The Scheme will

enable the operation of 4,000 tubewells for irrigating 16 lakh acres of land in Uttar Pradesh and 5 lakh acres in Bihar.

(h) *Chambal Project* The Chambal project is a multi-purpose scheme and is being executed jointly by the Madhya Pradesh (formerly Madhya Bharat) and the Rajasthan States. It envisages the construction of three dams with a power house at each and a barrage across the river Chambal near Kotah with canals on both sides for irrigation purposes in both the States. The project will ultimately produce 2.10 lakh kW. of power at 60 per cent load factor and irrigate 14 lakh acres. The execution of the project has been planned in three phases. Work is in progress in the first stage.

(i) *Nagarjuna Sagar Project* This project comprises the construction of a masonry dam near Nandikonda village, and two canals, one on each side of the Krishna river. The right bank canal, 135 miles long, will irrigate an area of 10.09 lakh acres. The left bank canal, 108 miles long, will irrigate an area of 7.9 lakh acres. In addition, an area of 3.0 lakh acres will be brought under irrigation in the Krishna Delta. The Scheme also envisages the generation of 75,000 kW. of power at 60 per cent load factor in the third stage. On full development, the scheme will yield 8 lakh tons of food grains.

### *Indo-Pakistan Canal Water Dispute*

On the 4th May, 1948, the Government of India and Pakistan entered into an agreement under which India was to progressively diminish the supply of water to Pakistan canals, as Pakistan tapped alternative sources of supply. Not

much progress could, however, be made in the implementation of this agreement till towards the end of 1951 when the President of the International Bank for Reconstruction and Development suggested that the Bank would be prepared to lend its good offices in resolving the dispute. The two Governments accepted in March, 1952, the proposal of the World Bank that a Working Party should be set up consisting of engineers of India and Pakistan who would be assisted by engineers of the Bank, with the object of preparing, for the consideration of the two Governments, a comprehensive plan for the development of the water resources of the Indus region, so that the river supplies, effectively available to each country, would be increased substantially beyond what they had ever been.

The initial meeting of the Working Party was held in the Office of the World Bank at Washington in May-June, 1952. The second meeting was held from December, 1952, to January, 1953, partly in Karachi and partly in New Delhi. The object of the meeting was to exchange certain studies prepared by both India and Pakistan. The remaining studies were exchanged at Lahore on February 24, 1953 and at New Delhi on March 18, 1953.

The final meeting of the Working Party was held in Washington from September 8, 1953. The technical experts of India and Pakistan tried, for almost five months, to prepare an agreed plan. These efforts did not, however, succeed. On February 5, 1954, the Bank, finding that further discussions were not likely to prove fruitful, presented a proposal to the Working Party which, in its view, would produce

a fair and economic result for both the countries. The salient features of the Bank proposal are as follows:

- (i) The entire flow of the Western rivers (Indus, Jhelum and Chenab) would be available for the exclusive use and benefit of Pakistan, and for development by Pakistan, except for the insignificant volume of Jhelum flow presently used in Kashmir.
- (ii) The entire flow of the Eastern rivers (Ravi, Beas and Sutlej) would be available for the exclusive use and benefit of India, and for development by India, except that for a specified transition period India would continue to supply from these rivers, in accordance with an agreed schedule.
- (iii) The transition period would be calculated on the basis of the time estimated to be required to complete the link canals needed in Pakistan for the purpose of replacing supplies from India. A temporary co-operative administration would be needed to supervise the carrying out of the transitional arrangements.
- (iv) Each country would construct the works located on its own territories which are planned for the development of the supplies. The costs of such works would be borne by the country to be benefited thereby. Although no works are planned for joint construction by the two countries, certain link canals in Pakistan will, as stated above, be needed

to replace supplies from India. India would bear the costs of such works to the extent of benefits to be received by her therefrom. An appropriate procedure would be established for adjudicating or arbitrating disputes concerning the allocation of costs under this principle.

The Government of India generally accepted the Bank's proposal but Pakistan did not accept it. The talks, therefore, ended in a breakdown. The Government of India, however, informed the Bank of its readiness to consider new arrangements for working out a comprehensive plan on the basis of the Bank proposal as soon as Pakistan accepted it. They also offered to enter into an agreement for a transitional period which would enable developments to proceed in both countries on an agreed schedule as envisaged in the Bank's proposal.

After a further exchange of views with the two Governments, the Bank extended an invitation to the Prime Ministers of India and Pakistan to resume discussions for the purpose of working out, without commitment, and for consideration by the two Governments, a detailed engineering plan for the use of the Indus waters, taking the division of waters proposed by the Bank as a starting point. The two Governments accepted the Bank's invitation and discussions were resumed with effect from December 6, 1954, in Washington, on the basis of the new terms of reference proposed by the Bank. As a result of the resumed discussions, three Agreements between the Governments of India and Pakistan for *ad hoc* Transitional Arrangements for

Kharif 1955, Rabi 1955-56 and for the period from April 1, 1956 to March 31, 1957, were signed on the 21st June 1955, 31st October 1955, and 24th September, 1956, respectively. In pursuance of these agreements, Pakistan has been conveying supplies from the Western rivers through the link canals in Pakistan in replacement of supplies received from the Eastern rivers.

On May 21, 1956, the World Bank handed to the representatives of India and Pakistan an Aide-Memoire for the consideration of the two Governments. As proposed in the Bank's Aide-Memoire the two Governments agreed to extend the co-operative work, through the good offices of the World Bank, up to the 31st March, 1957. The co-operative work had since been extended further up to the end of December, 1957.

Owing to the unprecedented floods in October, 1955, extensive damage was caused to canals, including link canals, in West Pakistan. Similar damage was caused in India also. At the request of the Government of Pakistan, a team of Bank Engineers, and a delegation of Indian Engineers, visited West Pakistan from 26 November to 11 December, 1955, with a view to surveying and assessing the extent of damage caused to the irrigation works, and determining rehabilitation priorities for repairs to them. This was followed by two visits, one in December, 1956, and the other in October-November, 1957, by a team of the World Bank and the Indian Engineers.

### *Legislation*

(i) *The Inter-State Water Dispute Act, 1956.* The Inter-State Water Dispute Bill

was passed by the Lok Sabha on the 11th August, 1956, and received the President's assent on the 28th August, 1956. The Act provides for adjudication of disputes relating to the waters of inter-State rivers and river valleys. Action is in hand to frame the rules under this Act.

(ii) *The River Board Act, 1956.* The River Board Bill was passed by the Lok Sabha on the 11th August, 1956, and received the President's assent on the 12th September, 1956. The Act provides for the establishment, in consultation with the State Governments concerned, of River Boards wherever the Central Government considers the setting up of such a Board necessary for the regulation and development of inter-State rivers and river valleys. Action is in hand to frame the rules under this Act.

(iii) *The Electricity (Supply) Amendment Act, 1956.* The Electricity (Supply) Amendment Bill was finally passed by the Rajya Sabha on the 19th December, 1956, and received the President's assent on the 30th December, 1956. The amending Act removed certain anomalies and difficulties which had come to the notice of Government in the working of the Electricity (Supply) Act, 1948.

The Ministry of Irrigation and Power consists of a Secretariat and one Attached Office. Except the Office of the Chambal Control Board and the Hirakud Project Construction Organisation, the Ministry has no Subordinate Office under its control. It, however, functions as an

administrative link between the Government of India and the following organisations:

- (i) Central Board of Irrigation and Power, New Delhi
- (ii) Damodar Valley Corporation, Calcutta

The Ministry is headed by a Cabinet Minister, who is assisted by a Deputy Minister.

#### SECRETARIAT

The Secretariat staff consists of:

Secretary	1
Joint Secretaries	2
Officers on Special Duty	3
Deputy Secretaries	4
Under Secretaries	9
Section Officers	23

The work in the Secretariat is distributed among 20 sections.

#### 111

### ATTACHED OFFICE

The following is the description of the only Attached Office of the Ministry:

#### *Central Water and Power Commission*

The Government of India reviewed the position, in the beginning of 1951, of the two organisations dealing with electricity and waterways, viz., the Central Electricity Commission and the Central Water-Power, Irrigation and Navigation Commission, which were set up in 1948. It was decided on grounds of economy and efficiency to amalgamate the two organisations and constitute them into one organisation, known as the Central Water and Power Commission. Accordingly, the Central Water and Power Commission was created in June, 1951. The work relating to flood control was also entrusted to this Commission from September, 1954.

At present, the Commission is charged with the general responsibility of initiating, co-ordinating and furthering, in consultation with the State Governments concerned, schemes throughout the country for the control, conservation and

utilization of water resources for purposes of flood control, irrigation, navigation and water-power generation, as well as schemes of thermal power development and also schemes of transmission and utilization of electric energy. The Commission is divided into three wings, viz., Water Wing, Power Wing and Flood Wing. It consists of a Chairman and two members for the Water Wing and two members for the Power Wing. It is assisted by three Chief Engineers, who are in charge of the Flood Wing.

The Water Wing of the Commission is responsible for initiating and co-ordinating schemes for multi-purpose river development. The technical work of this Commission is divided into the following Directorates, each Directorate specializing in its own subject but working in full co-ordination and collaboration with the other Directorates:

Administration, Co-ordination and Information; Technical Examination; Waterways; Irrigation and Navigation; Dams; Canals; Research (the Central

Water & Power Research Station at Poona); and Plant and Machinery.

Further, the Commission has several smaller units for carrying out investigation of river basins with a view to their multi-purpose development on a regional basis.

The Power Wing of the Commission, besides advising the Central and the State Governments in regard to the planning of their Power Projects involving the preparation of detailed designs, layouts, specifications and drawing up of schedules of materials, renders general advisory assistance in regard to hydro-electric projects. The Power Wing also assists the Central and the State Governments in the working and interpretation of the Indian Electricity Acts 1910, the Indian Electricity Rules 1937, and the Electricity (Supply) Act, 1948, and in all matters relating to power supply rates, agreements and relations.

The work of the Commission is divided into the following Directorates:

Hydro-Electric; System Planning; Transmission; Administration, Co-ordination and Information; Technical Examination, Co-ordination and Research; Load Survey and Development; Plant Construction and Procurement; Rural Electrification; and Commercial.

The Flood Wing of the Commission is responsible for preparing integrated plans for tackling the flood problems. It gives technical assistance to the various State Governments, where necessary, and scrutinises all major flood control schemes. The technical work of the Wing is divided into the following directorates and circles:

Flood Control Designs Directorate; Hydrology and Statistics Directorate; Silt and Construction Materials Directorate; Flood Co-ordination Directorate; Investigation Circle; Ganga Basin Directorate; Assam Investigation Circle; and Central India and Deccan River Circle.

There is a Central Water and Power Research Station at Poona, under the Central Water and Power Commission to undertake research work relating to river training, soil mechanics, hydrodynamics, navigation and other engineering subjects. Several problems of national importance, e.g., improving the navigability of the Hooghly river, development of Pradip port, testing the design for preventing erosion on the Cochin Coast and the designs of works on various river valley projects have recently been investigated by the Research Station, with the help of models.

#### IV

### OTHER UNITS

#### (i) *Central Board of Irrigation and Power*

The Central Board of Irrigation and Power, previously known as the Central Board of Irrigation was constituted in January, 1927. In 1931-32, the Central

Bureau for Irrigation, a Government of India organisation, was placed under the Board.

The Board is an autonomous body and is financed by Member/State Govern-

ments, who contribute annually on the basis of: (i) areas irrigated, and (ii) electricity generated. The Central Government makes an annual contribution of Rs. 17,500 and, in addition, provides the Board with free office accommodation, stationery and printing facilities.

The main functions of the Central Board of Irrigation and Power are:

- (i) To co-ordinate research on irrigation, hydro-electric and allied subjects and to disseminate the results of such research.
- (ii) To contribute information on irrigation, hydro-electric and allied subjects for publication in the press.
- (iii) To collect and supply information on irrigation, hydro-electric and allied subjects.
- (iv) To publish relevant literature.

The Board usually holds three meetings in a year to discuss research work done in its research stations. There are at present 13 Research Stations, the activities of which are co-ordinated and guided by the Board. The Board has also a Research Committee attached to it, the object of which is to co-ordinate research in irrigation, hydro-electric and allied subjects. The Committee also serves as the Technical Adviser to the Board on matters connected with research. Generally it meets once in a year to discuss latest developments and research work carried out in the country.

The Board also works as the:

- (i) Indian National Committee for the International Commission on Large Dams

- (ii) Indian National Committee for International Commission on Irrigation and Drainage
- (iii) Liaison Body for the International Association for Hydraulic Research
- (iv) Co-ordinating Body for Technical Organisations like the Indian Standards Institution, the Indian Council of Agricultural Research, etc.

The Board is mainly interested in the standardization of methods, apparatus and techniques employed in connection with irrigation and hydro-electric engineering and has appointed a number of *ad hoc* and permanent committees for specific subjects. The Board also publishes a quarterly journal containing news and articles on irrigation and hydro-electric matters. It also issues leaflets in popular series on various aspects of irrigation and hydro-electricity and allied subjects.

## (ii) Damodar Valley Corporation

The Damodar Valley Corporation was set up in July, 1948, by an Act of the Central Legislature. It is an autonomous body consisting of a Chairman and two Members, appointed by the Central Government in consultation with the Governments of Bihar and West Bengal. In matters relating to finance, the Corporation is assisted by a Financial Adviser, appointed by the Central Government. In technical matters it is advised by a Board of Consultants, appointed by the Corporation.

The statutory functions of the Corporation are the promotion and operation of:

- (a) Schemes for irrigation, water supply and drainage

- (b) Schemes for the generation, transmission and distribution of electrical energy, both hydro-electric and thermal
- (c) Schemes for flood control in the Damodar river and its tributaries and channels
- (d) The promotion and control of navigation on the Damodar river and its tributaries and channels, if any
- (e) The promotion of afforestation and control of soil erosion in the Damodar Valley
- (f) The promotion of public health and the agricultural, industrial, economic and general well-being in the Damodar Valley and its area of operation

(iii) *Hirakud Dam Project and Control Board*

The Hirakud Dam Project in Orissa is a project of the Government of Orissa, but it is being executed by the Central Government on behalf of the Orissa State Government. The Hirakud organisation consists of two branches, viz., (a) the Construction Organisation, and (b) the Land and Development Organisation.

(a) *Construction Organisation* The Construction Organisation is concerned with the actual construction of the Dam, Power House, Canals, Transmission System and all work connected therewith, except land acquisition and other matters connected with land. This organisation, with a Chief Engineer at its head, is under the direct control of the Central Government.

The construction work on the first stage of the project, which comprises the main dam, dykes, a power house with

four units, over 500 miles of transmission lines and canals for irrigation in Sambalpur and Bolangir-Patna Districts, started in 1948. The main dam, the earth dam, the dykes and other civil works have been completed. Irrigation water and power have been made available. Besides achieving complete flood control, the project, on completion of the first stage, will irrigate about 6.72 lakh acres annually and develop a power potential of 1,23,000 kW.

A fully equipped Research Station has been established at Hirakud, where research work of various types is conducted. Field laboratories have also been set up at work sites for carrying out tests on representative field specimens to ensure that works are executed according to specifications.

(b) *Land and Development Organisation*

The Land and Development Organisation is under the Control of the Government of Orissa, and deals with matters relating to: Land Acquisition, Reclamation and Resettlement, and Development of the Hirakud Dam Project. There is a separate portfolio for this organisation under the Orissa State Government, held by the Chief Minister. A Control Board, with the Chief Minister of Orissa as Chairman, was constituted in March, 1952, to be in overall charge of the project under the general supervision of the Ministry of Irrigation and Power. The entire expenditure on the project is provided by the Central Government, as interest bearing loans to the State Government. All expenditure on the Project, other than that under the Land and Development Organisation, is controlled by the Government of India. The

first stage of the Project is estimated to cost Rs. 70·78 crores.

(iv) *Central Electricity Board*

The Central Electricity Board constituted under Section 36 A of the Indian Electricity Act, 1910, is responsible for making rules to regulate the generation, transmission and use of energy. It has recently revised the rules completely.

(v) *Central Electricity Authority*

The Central Electricity Authority has been set up under Section 3 of the Electricity (Supply) Act, 1948. It has been assigned the following functions:

- (i) To develop a sound, adequate and uniform rational power policy and particularly to co-ordinate the activities of the planning agencies in relation to the control and utilisation of national power resources
- (ii) To act as arbitrators in matters of dispute arising between the State Governments or the Board
- (iii) To carry out investigations and to collect and record the data

concerning the generation, distribution and utilization of power and the development of power resources

- (iv) To publish from time to time information secured under the Act and to provide for the publication of reports and investigations

(vi) *Delhi State Electricity Board*

The Delhi State Electricity Board was set up under Section 5 of the Electricity (Supply) Act, 1948, and it took over the functions of generation and supply of electricity in Delhi from the late Delhi Central Electric Power Authority Ltd., from March, 1951. After its formation, the Board completed the erection of the new 'B' Power Station consisting of two 10,000 kW. turbo-alternator generating sets, and commissioned it in December, 1952. The Board is planning to meet the requirements of electricity in Delhi by augmentation of its generating capacity by 50,000 kW. and also by importing power from the Bhakra-Nangal project of the Punjab Government. Attempts are being made to extend the benefits of electricity to rural areas also.

v

## ADVISORY BODIES

There are no Advisory Committees under this Ministry intended to operate as a part of the administrative machinery. But, there are three informal Consultative Committees to discuss broad questions of policy and economy of the River Valley Projects and they are:

(a) *Informal Consultative Committee of Members of Parliament*

This Committee has been constituted by Parliament with the main object of discussing broad questions relating to the programme and other problems connected with the River Valley Projects. The

meetings of the Committee are arranged during the sessions of Parliament. The suggestions made at these meetings are taken into consideration by the Ministry or forwarded to the State Governments concerned for consideration.

(b) *Committee of Irrigation and Power Seminar*

This informal Standing Committee which was set up in 1954, is composed of 33 members nominated by the Government of India in consultation with the State Governments concerned. The Committee has been set up to examine the various suggestions made at the Irrigation and Power Seminar and to suggest suitable action for their implementation.

(c) *Co-ordination Board of Ministers for River Valley Projects*

This Standing Committee, set up in 1954, in consultation with the State Governments, consists of the Union Minister for Irrigation and Power as Chairman and the Deputy Minister for Irrigation and Power, the Ministers for Irrigation and Power of Punjab, Uttar Pradesh, Bihar, Bombay, Mysore, Hyderabad, Rajasthan, Andhra, and Madhya Pradesh as members. The Board has been set up with a view to ensure quick decisions on the suggestions made by the Irrigation and Power Projects Committee set up by the Planning Commission.

Besides these, three Consultative Committees and nine advisory committees were formed during the last three years and these were entrusted with the definite task of advising on specified problems. Some of them have already completed their task :

- (1) River Valley Projects Technical Personnel Committee
- (2) Construction Plant and Machine Committee
- (3) Power Research Committee
- (4) Standardisation Committee
- (5) Rates and Cost Committee
- (6) Advisory Board on the Amendment of the Electricity Act
- (7) *Ad hoc* Departmental Committee (for National Construction Corporation)
- (8) Hirakud Dam Project Advisory Committee
- (9) Mahanadi Bridge Advisory Committee

TOTAL STRENGTH OF STAFF

Secretariat	405
Attached Offices	2,951
Subordinate Offices:	
*Hirakud Dam Project	1,895
Chambal Control Board	28
	1,923

\* In addition, there is a large establishment of work-charged staff at the Hirakud Dam Project

Some of the important publications brought out by the Ministry of Irrigation and Power are as follows:

1. *Report on Hydraulic Model Tests for Hirakud Dam Project*
2. *Report of the Advisory Committee on Kosi Project*
3. *Report on Harangi Project*

In addition, various casual publications like *Handbook of Earth-Moving Machinery*, *Minister's Statement on Hirakud Dam Project*, *Embankment Manual*, *River Valley Projects in China*, etc. are published from time to time.

## MINISTRY OF EDUCATION AND SCIENTIFIC RESEARCH

SIMULTANEOUSLY with the formation of the new Union Government in April, 1957, some of the Ministries of the Government of India were re-organised. The Ministries of Education and Natural Resources and Scientific Research (under the same Minister) were among them. The Ministry of Natural Resources and Scientific Research was abolished and the Ministry of Education became the Ministry of Education and Scientific Research, taking the subject 'Scientific Research' from the former Ministry

of Natural Resources and Scientific Research; the subject 'Natural Resources' was transferred to the new Ministry of Steel, Mines and Fuel. The Ministry of Education and Scientific Research on re-organisation comprises the following Departments:

- A. Department of Education,
- B. Department of Cultural Activities and Physical Education, and
- C. Department of Scientific Research and Technical Education.\*

### DEPARTMENT OF EDUCATION

The memorable Despatch of Sir Charles Wood, President of the Board of Control to the Governor-General-in-Council, in the year 1854, which sketched in outline a complete scheme of public education,

controlled and aided and in part directly managed by the State, was the beginning for systematic promotion of general education in India. Departments of Public Instruction were created in the Provinces on the basis of the Despatch and in the Centre an Education Branch was created

*Minister of State in the Ministry of Education* — K. L. Shrimali — since April 18, 1957; *Minister of State in the Ministry of Scientific Research and Cultural Affairs* — Humayun Kabir — since March 28, 1958; *Deputy Minister for Scientific Research and Cultural Affairs* — Mono Mohon Das — since December 18, 1953; *Secretary, Ministry of Education* — K. G. Saiyidain — since January 19, 1956; *Secretary, Ministry of Scientific Research and Cultural Affairs* — M. S. Thacker — since May 16, 1957.

\* With effect from February 10, 1958, the Department of Education has been re-named as the Ministry of Education, and the Departments of Cultural Activities and Physical Education and Scientific Research and Technical Education have been amalgamated and designated as the Ministry of Scientific Research and Cultural Affairs. Both these Ministries are under the charge of Ministers of State.

in the Home Department in 1857. In 1882, a Commission was appointed by the Government of India to enquire into the conditions in regard to education; and in 1901, Lord Curzon convened a conference of Indian educationists and Provincial Directors of Public Instruction to discuss all matters pertaining to education. As a result of this conference, the Government of India appointed a Director-General of Education at the Centre, who was primarily responsible for advising the Government of India on all matters pertaining to education that came before it. From now on the Home Department which was responsible for supervising and co-ordinating matters connected with educational administration was assisted by a full-time Director-General of Education. The Director-General undertook periodic tours in the Provinces and inspected educational institutions. He had also under him a small educational bureau, which collected necessary information concerning the organisation of schools in India, their methods of teaching and curricula, etc. The bureau also published small reports dealing with educational matters from time to time. This position continued for nine years, when in 1910, an independent Department of Education was created at the Centre, with a Member in charge of the portfolio of Education in the Governor-General's Executive Council. Although a separate Department was created, it was more or less a co-ordinating unit and a clearing-house of information concerning educational

administration. In 1923, in the interest of economy, the Department of Education was amalgamated with the Departments of Health, Revenue and Agriculture and the new Department was styled as the Department of Education, Health and Lands and it was put under the charge of a Member of the Executive Council. In 1945, the Department of Education, Health and Lands was trifurcated giving rise to three separate Departments, viz., the Departments of Education, Health and Agriculture, to administer the three subjects separately. In August, 1947, the Department of Education became a 'Ministry' under the charge of a Cabinet Minister. In April, 1957, the Ministry of Education became a Department in the Ministry of Education and Scientific Research.

The Constitution of India did not envisage an overall change in the basic pattern of educational administration which continued to remain the primary concern of the State Governments. However, it placed a special responsibility on the Union Government for the co-ordination of facilities and maintenance of standards in respect of university and technical education. The Union Government has also been made responsible for the running of four Universities (Aligarh, Banaras, Delhi and Visva-Bharati), 18 Public Schools in India (including the Lawrence Schools at Sanawar and Lovedale) and a number of other institutions of higher learning. In addition, it looks after the administration of education in the Union Territories.

## II

## FUNCTIONS AND ORGANISATION

Since the re-organisation, the Department of Education is responsible for important functions relating to the following:

- University Education
- Basic, Social and Secondary Education
- (iii) Scholarships (except National Fellowships Scheme, Practical Training Stipends Scheme, Research Scholarships for research in scientific and technical subjects)
- (iv) Propagation of Hindi
- (v) UNESCO, Publication, Information and Statistics

A brief description of some of the important functions performed by the Department of Education is given below.

(i) *University Education*

At present, there are four centrally administered Universities created by Acts of Parliament, i.e., the Aligarh Muslim University, the Banaras Hindu University, the University of Delhi and the Visva-Bharati at Santiniketan. The Department of Education is responsible for the progress and upkeep of these Universities in accordance with the provisions of the relative Acts and Statutes. Under the new Constitution, Parliament may also declare any institution for higher training, other than the above four Central Universities, to be an institution of national importance and such institution may then become a Central University. To provide needed

facilities for university education in this country, a University Grants Commission was constituted with effect from November, 1953.

(ii) *Basic, Social and Secondary Education*

(a) *Basic Education*

One of the important responsibilities of the Basic Education Division in the Department of Education is to grant subsidies to the States in order to enable them to improve the standard of Basic and Primary Education and to expand educational facilities for children of the age group 6-14 as required by Article 45 of the Constitution.

(b) *Social Education*

In the sphere of Social Education, the Department is responsible for advising and helping financially the State programmes of Adult and Social Education. It has also taken up a number of schemes to encourage the production of follow-up and other suitable literature for adults. This includes the setting up recently of an autonomous body called the 'National Book Trust' with the purpose of producing suitable and inexpensive literature for general reading. Further, with the co-operation of UNESCO, the Delhi Public Library was set up as a Model Library to provide reading facilities for adults. The Library is financed by the Government of India and administered by an autonomous body called the 'Delhi Library Board'.

(c) *Secondary Education*

There has been considerable development in the field of Secondary Education during recent years. The Secondary Education Commission was appointed in 1952 to enquire into and report on the present position of secondary education in India. On the basis of their recommendations, the following pattern of education has been accepted by the Government of India:

- (a) Eight years of integrated Elementary (Basic) Education;
- (b) Three years of Secondary Education where there will be a diversification of courses which will give a vocational bias to the education and will serve to make the secondary stage both a terminal point to enter life and a preparation for further studies;
- (c) Three years of University Education after the higher secondary school stage leading to the first degree.

The Government of India is giving considerable financial assistance for converting the High Schools into multi-purpose Higher Secondary type Schools. It is estimated that at the end of the 2nd Plan there will be 1,187 'Multi-Purpose' schools and 1,150 'Higher Secondary' schools. The Government of India is also giving financial assistance for improving facilities for the teaching of science and for equipping and improving school libraries and the introduction of crafts as part of the training in Middle Schools.

The Department has set up an All-India Council of Secondary Education

to deal more effectively with the major problems of the reconstruction of Secondary Education. With a view to assist in the improvement of text-books and help in the introduction of educational and vocational guidance in schools, the Department of Education has set up two Bureaus, namely, the Central Bureau of Text-Books Research and the Central Bureau of Educational and Vocational Guidance.

The main functions of the Department of Education in the sphere of secondary education are: (i) to implement Central and State schemes formulated with the object of promoting secondary education in the country, and (ii) to initiate experiments in the field for the reform and reconstruction of secondary education.

(d) *Public Schools*

The Department of Education deals with the 18 Public Schools in India (including the Lawrence Schools at Sanawar and Lovedale), which are members of the Indian Public Schools Conference. In order to enable these Public Schools to maintain adequate standards and to conduct efficiently the Public School type of education, these schools have been inspected by rotation by a team of educational experts appointed by this Department and, on the basis of their recommendations, grants have been made to these schools in order to help them to become self-supporting as far as possible. It has, however, been decided on the recommendation of the Secondary Education Commission not to give financial assistance to these schools after the year 1957-58. They can, however, seek assistance as other educational

institutions do, under the various schemes of this Department if they fulfil the conditions laid down for the same.

(c) *Control of the Education Department over the Administration of Education in Union Territories*

The Central Education Department is primarily concerned with the administrative aspect of education in the Union Territories such as Budget, creation of posts, reappointments, approval of scales of pay, etc., in consultation with the Ministry of Home Affairs and the Ministry of Finance, etc., wherever necessary. The Local Administration seeks the approval of the Government of India generally in matters where powers have not already been delegated to the Chief Commissioner/Lt. Governor. The main purpose of the control exercised by the Department of Education is to see that the development of education is carried out on the basis of the policies formulated by the Government of India.

(iii) *Scholarships*

The main functions of the Department regarding scholarships are:

- (a) to administer the various Scholarships Schemes;
- (b) to look after the welfare of Indian students abroad;
- (c) to secure admissions in Indian universities/institutions for foreign (private) and African students, awarded freeships by Indian universities and State Governments;
- (d) to look after the welfare of foreign students in India;
- (e) to attend to enquiries relating to the scholarships schemes and facilities for practical training abroad; and
- (f) to provide partial financial assistance in the form of loans to those scholars who are eligible for such aid.

At present, the following Scholarships Schemes are being administered by the Department of Education (Scholarships Division):

A. FOR STUDIES ABROAD

I. *Government of India Scholarships Schemes*

- (i) Central Overseas Scholarships Scheme for teachers of universities, colleges and comparable institutions of higher education.
- (ii) Central State Scholarships Scheme for candidates who, by birth or domicile, are natives of the Union Territories of Delhi, Himachal Pradesh, Manipur, Tripura, Laccadive, Minicoy and Amindiv Islands and the Andaman and Nicobar Islands.
- (iii) Foreign Languages Scholarships Scheme for specialization in Arabic, Chinese, French, German, Italian, Japanese, Persian, Russian, Spanish and Turkish.
- (iv) Indo-German Industrial Co-operation Scheme—Scholarships for (a) Post-graduate studies at West German Universities/Institutions, and (b) practical training in Industries.

- (v) Overseas Scholarships Scheme for Scheduled Castes, Scheduled Tribes and other Backward Classes.
- (vi) Fully-paid Overseas Scholarships Scheme for young brilliant persons.
- (vii) Agatha Harrison Fellowship for research work in Modern or Contemporary Indian History at the St. Anthony's College, Oxford.
- (viii) Programme for Exchange of Scholars between India and China (under consideration).
- (ix) Programme for Exchange of Scholars between India and Czechoslovakia.
- (x) Programme for Exchange of Scholars between India and the U.S.S.R. (under consideration).
- (xi) Programme for Exchange of Scholars between India and Iraq.

## II. Colombo Plan and Point Four Programme Scholarships and Fellowships

- (xii) Colombo Plan Scholarships and Fellowships for the employees of the Ministry of Education and Scientific Research and its attached and subordinate offices for training/study in the United Kingdom, Australia, Canada, New Zealand and Japan.
- (xiii) Correspondence courses awards under Colombo Plan for Technical Teachers and Instructors in Polytechnics

and Training and Vocational Centres.

- (xiv) Point Four Programme Scholarships and Fellowships for the employees of the Ministry of Education and Scientific Research and its attached and subordinate offices for specialised training in the U.S.A.

## III. United Nations and UNESCO Scholarships and Fellowships

Fellowships/Scholarships under the UNESCO's Participation Programme for Member States for study/training in specific fields.

U. N. Social Welfare Fellowships/Scholarships for suitable and qualified social welfare personnel to gain additional knowledge and experience in their particular subjects of specialisation.

- (xvii) United Nations Technical Assistance Administration Programme Scholarships and Fellowships for the employees of the Ministry of Education and Scientific Research and its attached and subordinate offices for training/study in the United Kingdom, Australia, Canada, New Zealand and Japan.

## IV. Foreign Governments Scholarships/Apprenticeships

- (xviii) Belgian Government Scholarships for post-graduate research in Mining, Metal-

- lurgy, Chemical Engineering or Naval Architecture.
- (xix) East German Government Scholarships for post-graduate study of Engineering.
- (xx) French Government Scholarships for specialization in Agriculture, Public Health Administration, etc.
- (xxi) French Government Scholarships for post-graduate study/research.
- (xxii) Italian Government Scholarships for study/research in Fine Arts (Painting/Sculpture).
- (xxiii) Japanese Government Scholarships for post-graduate research in any branch of Science, Technology or Engineering.
- (xxiv) Netherlands Government Scholarship for post-graduate research work in Science, Agriculture, Medicine, Civil Engineering, etc.
- (xxv) Norwegian Government Scholarship for study at the University of Oslo/Bergen or any other institution of higher education.
- (xxvi) North Rhine Westphalia Government Scholarships for technical training in Industries (West Germany).
- (xxvii) Swiss Government Scholarships for post-graduate study/research in any branch of Science/Technology or Engineering.
- (xxviii) Swedish Government Scholarships for post-graduate study/research in any branch of Science/Technology or Engineering.
- (xxix) Scholarships offered by the Federal Republic of Germany and the German Academic Exchange Service to Indian Nationals for post-graduate studies in West Germany.
- (xxx) Scholarships offered by the Federal Republic of Germany (West Germany) for post-graduate study/training of Engineering/Technical teachers and teachers of Humanities and Basic Sciences.
- (xxxi) U.S.S.R. Government Scholarships for post-graduate study/research in Basic Sciences, Agriculture, Medicine or Technology.
- (xxxii) Yugoslav Government Scholarships for higher study/research in Painting, Agriculture, Medicine and Technology, etc.
- V. *Foreign Institutions/Organisations Scholarships/Fellowships*
- (xxxviii) British Council Scholarships for research in the United Kingdom.
- (xxxiv) Brush-Aboe Group Commonwealth Scholarships for training in Mechanical and Electrical Engineering in the U.K.
- (xxxv) Federation of British Industries Scholarships for practical training in different branches of Engineering in the

British Industries in the U.K.

- (xxxvi) Free Hanseatic City of Hamburg Scholarships for post-graduate study and research at the University of Hamburg, West Germany.
- (xxxvii) Hamburg University Students Union (West Germany) Scholarships for post-graduate study of Engineering/Technical Teachers.
- (xxxviii) Hamburg Chamber of Commerce (West Germany) Scholarships for technical training in Industries.
- (xxxix) I.A.E.S.T.E. -- offers for practical training in the Member Countries.
- (xxxx) London University Institute of Education Fellowships for investigation in some aspect of educational problems at the London Institute of Education.
- (xxxxi) London Transport Executive Scholarships for practical training in Works Organisation and Management.
- (xxxixii) Philippines University Scholarships.
- (xxxixiii) Royal Commission for the London Exhibition of 1851 and Rutherford Scholarships of the Royal Society, London, for research in some branch of pure or applied sciences.

#### B. FOR STUDIES IN INDIA

(For Foreign Nationals)

- (i) Colombo Plan Scholarships and Fellowships for scholars

from South and South East Asian Countries.

- (ii) French Fellowships Scheme for French nationals for post-graduate study and research.
- (iii) General Cultural Scholarships Scheme for students from certain Asian, African and other Commonwealth countries.
- (iv) Indo-German Industrial Co-operation Scheme -- Fellowships for German nationals for post-graduate study and research.
- (v) Programme for Exchange of Scholars between China and India.
- (vi) Programme for Exchange of Scholars between Czechoslovakia and India.
- (vii) Reciprocal Scholarships Scheme for students from Italy, Mexico, Netherlands, Norway, Sweden, Switzerland, Yugoslavia and Austria.
- (viii) Scheme for award of Scholarships to Bhutanese students.
- (ix) Scheme for award of Scholarships to Sikkimese students.
- (x) UNESCO Fellowships for nationals of other Member countries for study/training in Educational Institutions.

(For Indian Nationals)

- (xi) Merit Scholarships in Public Schools to meritorious students.
- (xii) Merit Scholarships for post-matriculation studies in India.

(xiii) Research Scholarships in Humanities for students who have already taken a Master's degree or its equivalent and wish to pursue advanced research in any branch of humanities.

(xiv) Scheduled Castes, Scheduled Tribes and Other Backward Classes Scholarships Scheme for post-matriculation studies. Scholarships for higher studies in Hindi for candidates from non-Hindi speaking areas where facilities for higher studies in Hindi do not exist.

Scholarships to young workers in different cultural fields for training at a recognised institution or under an approved instructor in any field of cultural activity, e.g., Music, Dance, Drama, Films and Fine Arts (Drawing, Painting and Sculpture).

#### (iv) *Propagation of Hindi*

Hindi has been prescribed as the official language of the Union in the Constitution of India for adoption within a period of 15 years. In order to attain this objective, the Department of Education has drawn up a 15-year programme which has been divided into the following stages:

- (a) In the first stage, the major portion of the work of preparing Hindi technical terms to be completed;
- (b) In the second stage, instruction in Hindi by opening classes and through other media in non-Hindi speaking areas to be provided; and

(c) In the third stage, Hindi to be introduced as the official language of the Central Government and as the medium of communication between the Centre and the States, in addition to English.

The Department of Education has set up nineteen Terminological Expert Committees to prepare technical terms in Hindi. Further, a Hindi Commission has been set up to examine the feasibility of adopting Hindi as the official language within the stipulated period. It has also constituted a Hindi Shiksha Samiti to aid and advise the Department from time to time on matters relating to propagation and development of Hindi, especially in the non-Hindi speaking areas. The Adult Education Department of the Jamia Millia is bringing out pamphlets for purposes of adult education under a grant from the Department of Education. Grants have also been given to the Nagri Pracharini Sabha of Banaras for the compilation of a standard Hindi dictionary, an English-Hindi dictionary, and cheap editions of Hindi classics.

#### (v) *UNESCO, Publication, Information and Statistics*

India is a member of the UNESCO since its inception in 1946 and has been co-operating with the Organisation in implementing its programmes. It participates in all Sessions of the General Conference of UNESCO. With a view to promoting the understanding of the objects and purposes of UNESCO among the people in the country, a permanent National Commission has been set up, which consists of representatives of important educational, scientific and

cultural organisations in India. The Commission serves as a liaison agency between UNESCO and institutions working for the progress of Education, Science and Culture. It meets periodically and advises the Government of India in matters relating to UNESCO.

The Publication Section of the Department publishes educational reports, pamphlets, booklets, brochures, research pamphlets and a quarterly journal entitled 'The Education Quarterly'. The Department is also responsible for organising a series of Ministry of Education and Scientific Research features for distribution to the Press of India.

With the assistance of an Information Section, the Department of Education collects and disseminates information on educational facilities available in India and abroad and other allied topics.

In addition, there is a Statistical Section to collect, scrutinise, consolidate and interpret educational statistics. The Statistical Section of the Department is also responsible for bringing out the report 'Education in India' every year.

The Department of Education consists of a Secretariat and five Subordinate offices. There is no Attached Office functioning in this Department. Besides, it is responsible for the administration of four overseas Education Departments, stationed in London, Washington, Bonn and Nairobi.

The Department is headed by a Minister of State, although it is under the overall control and supervision of the Cabinet Minister for Education and Scientific Research.

Requisite files and papers pertaining to the Department of Education are put up to the Cabinet Minister through the Minister of State and those pertaining to the Department of Scientific Research and Technical Education are put up to the former through the Deputy Minister. The Minister of State is responsible for answering Parliamentary questions pertaining to the Department of Education.

#### SECRETARIAT

(Departments of Education and Cultural Activities and Physical Education)

The Secretariat staff comprises:

Educational Adviser and Secretary	1
Joint Educational Adviser (ex-officio Joint Secretary)	1
Joint Educational Advisers	2
	(1 vacant)
Adviser, National Discipline Scheme	1
Deputy Secretaries	3
Deputy Educational Advisers	6
	(1 vacant)
Under Secretaries	15
Assistant Educational Advisers	18
Special Officers (Hindi)	3
Secretary (F.L.C.)	1
Director (Bureau of Text-book Research)	1
Director (Bureau of Educational and Vocational Research)	1
Educational Officers	22
Section Officers	61
Other Officers	31

The Department of Education is composed of six Divisions as follows:

- |  |   |
|--|---|
| <ul style="list-style-type: none"> <li>(i) Administration Division (Common to the Department of Cultural Activities and Physical Education),</li> <li>(ii) Basic and Social Education Division,</li> </ul> | <ul style="list-style-type: none"> <li>(iii) Secondary Education Division,</li> <li>(iv) Hindi Division,</li> <li>(v) Scholarships Division, and</li> <li>(vi) UNESCO Information, Publication and Statistics.</li> </ul> |
|--|---|

### III

## SUBORDINATE OFFICES

A short description of the Subordinate Offices of the Department is given below :

#### 1. *Central Institute of Education, Delhi*

The Central Institute of Education was started as an all-India institution in 1947. The Institute is headed by a Principal, who is assisted by a number of Readers and Lecturers and other staff. The Institute has two primary functions:

- (a) To conduct research projects in education and psychology; and
- (b) To conduct teacher-training and other courses leading to higher degrees at the post-graduate level in education and psychology.

#### 2. *Training Centre for Adult Blind, Dehra Dun*

This training Centre was formerly known as St. Dunstan's Hostel, Dehra Dun, an institution for the war-blinded. The object of running this institution is to provide vocational training to blind adults in cottage industry and handicrafts. It is headed by a Superintendent, who is assisted by other staff.

#### 3. *Central Braille Press, Dehra Dun*

The main object of the Central Braille Press is to produce suitable literature for the blind in Indian languages in 'braille' types. It has brought out several

publications in Hindi and other regional languages.

#### 4. *National Institute of Basic Education, Delhi*

This Institute was set up in February, 1956, under the charge of a Director. The main functions of the Institute are :

- (i) to conduct research in basic education; and
- (ii) to impart advanced training in basic education to inspectors, administrators and other higher personnel in the educational field.

#### 5. *National Fundamental Education Centre, Delhi*

This Centre was set up in May, 1956. It is under the charge of a Director, who is assisted by other staff. The Centre is intended for training personnel and carrying out and conducting research in the field of social education.

#### 6. *Overseas Education Departments*

Four Overseas Education Departments located in London, Washington, Bonn and Nairobi are attached to the Diplomatic Missions in those places. The Union Department of Education is responsible for overall co-ordination of their work. These Departments not

only promote and assist in the educational activities of Indian students studying abroad but also supply information to Indian students interested in higher education abroad. Further, they encourage the promotion of cultural pursuits and goodwill between India and the particular regions.

#### AUTONOMOUS BODY

##### *Central Social Welfare Board*

The Central Social Welfare Board was set up in August, 1953, as an autonomous body with Mrs. Durgabai Deshmukh as Chairman. Other Members of the Board represent the Ministries of Education and Scientific Research (Department of Education), Health, Finance, Labour and the Planning Commission, Parliament and Voluntary Social Workers. In all, there are twelve members.

The main objectives of the Board are:

- (i) To survey the needs, assist and

evaluate the programmes of social welfare organisations;

- (ii) To co-ordinate the assistance extended to welfare agencies by the various Ministries/Departments of the Government of India;
- (iii) To promote the setting-up of social welfare institutions in places where they do not exist;
- (iv) To give grants-in-aid to voluntary institutions providing welfare services to women, children, delinquents, the handicapped, the aged and the infirm and other needy groups; and
- (v) To subsidise Hostels for working women and the blind, etc.

Besides, there are State Social Welfare Advisory Boards to supervise the welfare programmes of the States, to assist and advise the Central Social Welfare Board and to act as a medium for exchange of information.

#### IV

### ADVISORY BODIES

Some of the important Advisory Bodies functioning in this Department are:

#### 1. *University Grants Commission*

The University Grants Commission was constituted in November, 1953. It is the general duty of the Commission to take, in consultation with the Universities or other bodies concerned, all such steps as it may think fit for the promotion and co-ordination of University education and for the determination and maintenance of standards of teaching, exami-

nation and research in Universities, and for the purpose of performing its functions under the University Grants Commission Act, 1956 (No. 3 of 1956). The Commission may:

- (a) Inquire into the financial needs of universities;
- (b) Allocate and disburse grants to universities out of its funds;
- (c) Advise the Central Government or any State Government on the allocation of any grants to universities for any general or specified

purpose out of the Consolidated Fund of India or the Consolidated Fund of the State, as the case may be;

- (d) Advise any authority, if such advice is asked for, on the establishment of a new university or on proposals connected with the expansion of the activities of any university;
- (e) Collect information on all such matters relating to university education in India and other countries as it thinks fit and make the same available to any university.

At present, the Commission consists of nine members, appointed by the Central Government.

The members are chosen as follows:

- (a) not more than three members from among the Vice-Chancellors of universities;
- (b) two members from among the officers of the Central Government to represent that Government; and
- (c) the remaining number from among persons who are educationists of repute or who have obtained high academic distinctions.

The Central Government nominates a member of the Commission, not being an officer of the Central Government or of any State Government, to be the Chairman thereof.\*

## 2. *Standing Committee of the Central Advisory Board of Education on Basic Education*

The main functions of the Central Advisory Board of Education on Basic Education are:

- (i) To advise the Department of Education in the planning of the policy for the development of basic education;
- (ii) To examine the work done in this field by the Centre and the State Governments and to suggest ways and means for promoting further development;
- (iii) To examine the problem of basic education with special reference to the following matters:
  - (a) Development of correlated techniques of teaching;
  - (b) The productive aspect;
  - (c) Preparation of suitable materials and aids;
  - (d) Integration of basic with secondary and university education;
  - (e) Impact of basic education on the life of the community; and
  - (f) Any other issues connected with basic education.

The Board has twelve members consisting of prominent educationists, Members of Parliament, etc. There are two representatives of the Department of Education in the Committee.

## 3. *Standing Committee on Social Education of the Central Advisory Board of Education*

This Committee advises the Government of India and the State Governments in matters connected with the planning and administration of social education in India.

The Board consists of 17 members, out of whom three are University Vice-Chancellors, twelve are prominent educationists and one is a Member of Parliament. A Deputy Educational Adviser

\* The present chairman is Shri C. D. Deshmukh.

of the Department acts as the Secretary to the Committee.

#### 4. *National Board for Audio-Visual Education*

The main functions of the National Board for Audio-Visual Education are:

- (i) To formulate the policy for the development of audio-visual education on an all-India basis;
- (ii) To examine the work done in this field by the Central and the State Governments and to promote further development;
- (iii) To consider the production of audio-visual materials;
- (iv) To consider the promotion of facilities for the provision of such equipment and apparatus as are necessary for the use of audio-visual aids, at reasonable cost;
- (v) To promote the training of teachers in the proper selection, production, appreciation and use of audio-visual aids;
- (vi) To encourage film appreciation;
- (vii) To consider the publication and dissemination of useful information regarding audio-visual education in the country; and
- (viii) To undertake any other activity that may be necessary in order to further the objects of the Board.

The Board consists of a Chairman, nominated by the Minister for Education and Scientific Research from among the officers of the Department (ex-officio), the Secretary in charge of the Audio-Visual Wing of the Department (ex-officio), and 22 members nominated by the Minister for Education and Scientific Research —

representing various Ministries, Universities, State Governments, etc.

#### 5. *Advisory Board on Social Welfare*

The main functions of the Advisory Board on Social Welfare are:

- (i) To examine the curricula of the graduate schools of social work;
- (ii) To improve the standard of teaching in institutions of social work and to maintain co-operation between these institutions; and
- (iii) To allocate problems of social research and to give grants to institutions carrying on this work.

The Board is headed by the Secretary, Department of Education and the other members of the Board are the Director-General of Health Services, New Delhi, representatives of the Planning Commission, the Ministry of Labour, the Universities and prominent social organisations.

#### 6. *Central Advisory Board of Education*

The main functions of the Central Advisory Board are:

- (a) To advise on any educational question which may be referred to it by the Government of India or by any State Government; and
- (b) To call for information and advice regarding educational developments of special interest or value to India; to examine this information and circulate it with recommendations to the Government of India and to the State Governments.

The Minister for Education and Scientific Research is the Chairman of the Board and the Secretary, Department of

Education acts as its Secretary. There are, in all, 25 ordinary members — fifteen nominated by the Government of India, five elected by Parliament, two nominated by the Inter-University Board, two nominated by the All-India Council for Technical Education and one nominated by the Indian Council of Agricultural Education.

#### 7. *National Council for Rural Higher Education*

The main functions of the National Council for Rural Higher Education are:

- (a) To serve as an expert body to advise the Central and the State Governments about the improvement and expansion of rural education in all its aspects;
- (b) To advise the rural education institutions and act as a co-ordinating agency amongst them;
- (c) To examine and appraise proposals in this behalf referred to it by the Government of India and the State Governments and assist them in the implementation of approved programmes;
- (d) To initiate schemes for the development and maintenance of standards of high school education in rural areas and to encourage research in problems relating to rural education in all its aspects;
- (e) To advise the Government of India on grants to be made to institutions participating in the rural development schemes; and
- (f) To appoint *ad hoc* committees for rendering assistance for the attainment of any of its objectives.

The Council functions through a Standing Committee which is the principal executive and consultative body, and discharges functions and exercises such powers as may be assigned to it by the Council. The Minister of State in the Ministry of Education and Scientific Research is the Chairman of the Council and the Secretary, Department of Education acts as its Vice-Chairman. One of the senior officers of the Department acts as the Secretary to the Council. All ordinary members of the Council, consisting of nine non-official and seven official members, are nominated by the Chairman.

#### 8. *All-India Council of Elementary Education*

The All-India Council of Elementary Education has been set up to accelerate the pace of expansion of elementary education in fulfilment of the directive principles embodied in Article 45 of the Constitution.

The Council consists of twenty-one members, besides the Secretary, Department of Education as its Chairman.

The Council, among other things, is to advise the Central and the State Governments and local bodies on all matters relating to elementary education. It will review, from time to time, the progress made in the field of elementary education, especially in the light of the implementation of the directive contained in Article 45 and make such recommendations as may be necessary to achieve the early implementation of the directive. It will also provide, or assist in the production of, literature which will help the officers of the education departments and teachers to improve the quality of elementary education and to enforce compulsory

attendance. In addition, it will conduct sample surveys to undertake special investigations and will generally advise the Government of India on all matters in order to provide proper guidance, leadership and co-ordination for the improvement and expansion of elementary education.

#### 9. *Advisory Committee for Libraries*

The Advisory Committee for Libraries advises the Government of India on matters pertaining to the expansion of library service in the country. It consists of nine members and almost all of them represent prominent libraries of the country.

## B

### DEPARTMENT OF CULTURAL ACTIVITIES AND PHYSICAL EDUCATION

A Department of Cultural Activities and Physical Education was set up in the newly created Ministry of Education and Scientific Research with effect from April 17, 1957. One of the important functions of the late Ministry of Education was to foster and develop cultural

activities in India and also to promote cultural relations and mutual goodwill between India and other countries. Previously all work connected with these functions was looked after by the Cultural Divisions (Internal and External).

## II

### FUNCTIONS AND ORGANISATION

At present, the Department of Cultural Activities and Physical Education is responsible broadly for the following subjects:

- (a) Cultural Activities, and
- (b) Physical Education and Recreation, Games and Sports, and Youth Welfare.

The Department of Cultural Activities and Physical Education is under the charge of a Senior Joint Secretary, as Head of the Department. The Joint Secretary in charge of the Department refers only matters of broad policy to the Education Secretary but exercises all other powers of the Head of a Department in respect of the Department of

Cultural Activities and Physical Education. The Department has one Attached Office and six Subordinate Offices, functioning under it. In addition, the Department has under its control five autonomous bodies.

Requisite files regarding the Department of Education and the Department of Cultural Activities and Physical Education are put up to the Cabinet Minister through the Minister of State in the Ministry of Education and Scientific Research.

The Department is composed of the following Divisions:

- (i) Cultural Division,
- (ii) External Relations Division, and
- (iii) Physical Education Division.

## III

## ATTACHED OFFICE

A brief description of the only Attached Office of the Department is given below.

*Department of Archaeology, Delhi*

In 1862, an Archaeological Survey of India was established by Lord Canning, the first Viceroy of India, in order to preserve the ancient monuments. After the attainment of independence, its name

was changed to a "Department" and it was put under the charge of a Director-General. This Department is responsible for the preservation of ancient monuments of national importance and for undertaking exploration and archaeological excavations. It also assists various non-Governmental institutions in conducting explorations and excavations.

## IV

## SUBORDINATE OFFICES

The Subordinate Offices of the Department are:

1. *Department of Anthropology, Calcutta*

The Department of Anthropology is responsible for conducting anthropological surveys which includes social, psychological, economic, linguistic, physical, genetic and intrusional investigations. It also carries out research work in various other social and sociological problems. The Department is headed by a Director whose headquarters are in Calcutta. The Department has three stations, one each at Port Blair, Shillong and Nagpur.

2. *National Library, Calcutta*

The National Library is the biggest library of its kind in this country. It was established in 1902. Formerly, this library was called "Imperial Library" and was renamed "National Library" in September, 1949. It also has been acting as

a centre for inter-library loan within the country, as well as abroad. It has recently taken up a project for compiling a bibliography of Indology concerning the various aspects of Indian life and culture. Further, this library renders technical advice on library matters to the interested parties.

3. *National Archives of India, New Delhi*

The National Archives of India with its branch office at Bhopal is the only archival repository of the Government of India in which are housed all important records right from the early days of the East India Company. It is responsible for the preservation of records by up-to-date scientific processes, supply of records required for reference purposes by the Ministries, micro-filming and photo-duplicating of records. Non-current records of the Ministries are also transferred annually to this Department.

The Department is headed by a Director of Archives, who is assisted by a Deputy Director and three Assistant Directors and other staff.

#### 4. *National Gallery of Modern Art, Delhi*

The National Gallery of Modern Art was established in July, 1953 and was formally opened in March, 1954. As the nomenclature of the gallery implies, the main function of this gallery is primarily to exhibit paintings and other art objects either purchased by the Ministry of Education through the Art Purchase Committee of the National Art

Treasures Fund or acquired through other sources.

#### 5. *National Museum, New Delhi*

It is responsible for the exhibition and preservation of art objects and antiquities of national importance. A new building for the National Museum is under construction at the conflux of Janpath and Rajpath, New Delhi.

#### 6. *Indian War Memorial Museum, Delhi*

This Museum which is housed in Red Fort, Delhi, is responsible for the preservation and maintenance of Indian War Memorial exhibits kept therein.

## AUTONOMOUS BODIES

#### 1. *Indian Council for Cultural Relations*

The Indian Council for Cultural Relations was formed in 1950, in order to establish, revive and strengthen cultural relations between India and other countries.

Exchange of eminent scholars, savants and students, maintenance of chairs of Indology in foreign universities, appointment of Cultural Lecturers and teachers of Hindi, presentation of books and films about India, reception and entertainment of distinguished visitors from abroad, are a few of the many and varied activities undertaken by the Council. Lectures, film shows, exhibitions and seminars are sponsored by the Council independently, as well as in collaboration with other organisations. Welfare of foreign students in India is an important activity of the Council for which it maintains regional offices in important centres in India. The Council, although

an autonomous body, is entirely financed by the Government of India.

#### 2. *Delhi International Students' House Society*

The Government of India has sanctioned a scheme for the construction of an International Students' House at Delhi with the aim of providing residential accommodation for students from abroad as well as Indian students and foreign visitors interested in educational and cultural work. To achieve this end through public co-operation, an autonomous society, named the Delhi International Students' House Society (Regd.), has been set up.

#### 3-5. *Sangeet Natak Akadami, Lalit Kala Akadami and Sahitya Akadami*

These Akadamies are autonomous bodies under the control of the Department and are entirely financed by the Government of India. Their object is to foster the arts for which they have been formed.

## VI

## ADVISORY BODIES

1. *Central Advisory Board of Museums*

It renders advice to the Government of India on matters concerning the re-organisation and development of museums in the country and helps in promoting closer contacts between the different museums and closer association of Government and the public with the activities of the different museums in India. The Board has been established under a Government of India Resolution and is composed of twenty-nine members. The Chairman of the Board is nominated by the Minister for Education and Scientific Research and the Vice-Chairman is elected by the Board from among its members. The members of the Board represent various Ministries, National and State Museums, prominent cultural institutions, etc.

2. *Art Purchase Committee*

The Art Purchase Committee is the Committee of the National Art Treasures Fund, but since the financial position of the fund is not strong, its services are being utilised by the Government of India. It recommends to Government acquisitions of art objects worthy of being preserved by the nation in the National Museum and the National Gallery of Modern Art.

The Art Purchase Committee consists of seven members. Three members are nominated by the Chairman of the National Art Treasures Fund in their individual capacity, and four members are nominated by the Chairman out

of the panel of names suggested by the State Governments.

3 and 4. *Central Advisory Board on Anthropology and Central Board of Archaeology*

These Boards advise the Government in matters connected with Anthropology and Archaeology respectively.

5. *Central Advisory Board of Physical Education and Recreation*

The Board advises the Government of India on matters concerning Physical Education and Recreation and suggests ways and means for improving and promoting Physical Education and Recreation in the country. The National Plan prepared by the Board for development of Physical Education is now under implementation.

The Board consists of twelve nominated members, most of whom are specialists in the field. The Chairman of the Board is the Joint Secretary in charge of the Department of Cultural Activities and Physical Education.

6. *All-India Council of Sports*

The All-India Council of Sports advises the Government of India on matters relating to the development of Games and Sports in the country. It also functions as a co-ordinating agency between the National Sports Federations and Organisations which are affiliated to it. The business of the Council is largely transacted by a Standing Committee and a Secretary appointed by the Council.

The Council consists of twenty-five members out of whom five are nominated by the Government of India while the rest are the representatives (Presidents) of the National Sports Federations and specialised Sports Organisations recognised by the Council. The President of the Council is nominated by the Government of India for a period of three years.

*Total Strength of Staff of the Department of Education and the Department of Cultural Activities and Physical Education*

Secretariat	1,471
Attached Offices	861
Subordinate Offices	1,532
Others	272

Some of the important publications brought out by the Departments of Education and Physical Education and Cultural Activities are:

*I. Basic and Social Education*

1. *Handbook for Teachers of Basic Schools* (English and Hindi)
2. *Basic and Social Education*
3. *Syllabus for Basic Schools* (English and Hindi)
4. *Understanding Basic Education* by T. S. Avinashalingam
5. *Social Education in India* by Sohan Singh
6. *Teachers' Handbook of Social Education*
7. *Report of the Assessment Committee on Basic Education*

*II. Secondary Education*

1. *Report of the Secondary Education Commission*
2. *A Plan for Secondary Education* (English and Hindi)
3. *Experiments in Secondary Education*, Edited by E. A. Pires

4. *A Manual of Educational and Vocational Guidance*
5. *Educational and Vocational Guidance in Multipurpose Schools*

*III. University Education*

1. *Indian Universities* by Samuel Matthai
2. *Aims and Objectives of University Education in India*
3. *General Education*, Report of Study Team
4. *Student Indiscipline* by Prof. Humayun Kabir
5. *Letters on Discipline* by Prof. Humayun Kabir

*IV. Technical Education*

1. *Technological Education in India* by G. K. Chandiramani

*V. Youth and Physical Education*

1. *A Plan for Youth Welfare* by G. D. Sondhi
2. *A National Plan for Physical Education and Recreation*
3. *A Suggested Syllabus for Physical Education — for Boys*
4. *A Suggested Syllabus for Physical Education — for Girls*
5. *Norms for Physical Education Tests*

*VI. Hindi Publications*

1. *Provisional Lists of Technical Terms in Hindi in forty subjects*
2. *Finalised Lists of Technical Terms in Hindi in six subjects*

*VII. Miscellaneous*

1. *Blind Welfare in the United Kingdom* by Lal Advani
2. *The Rural Primary Teacher* (English and Hindi) by E. A. Pires

3. *The Teacher in India Today* by S. Panandikar
  4. *The Film as an Educational Force in India* by Marie Seton
  5. *Playwriting and Playmaking* by Norah Richards
  6. *Trends in Soviet Education*
  7. *Ten Years of Freedom*
  8. *Seven Years of Freedom*
  9. *Educational Administration: What it Means*
  10. *Child Writing*
  11. *Metric System of Weights and Measures* by P. D. Sharma
  12. *Living in India* — A Pamphlet for Overseas Students (Revised edition)
  13. *Review of Education in India* — 1956-57
  14. *Annual Report of the Ministry* — 1956-57
  15. *Progress of Education in India* — 1947-52, a quinquennial review
- In addition, the Ministry publishes periodically, (1) *The Education Quarterly*, (2) *Youth*, (3) *Secondary Education*, and (4) *Audio-Visual Education*.

## DEPARTMENT OF SCIENTIFIC RESEARCH AND TECHNICAL EDUCATION

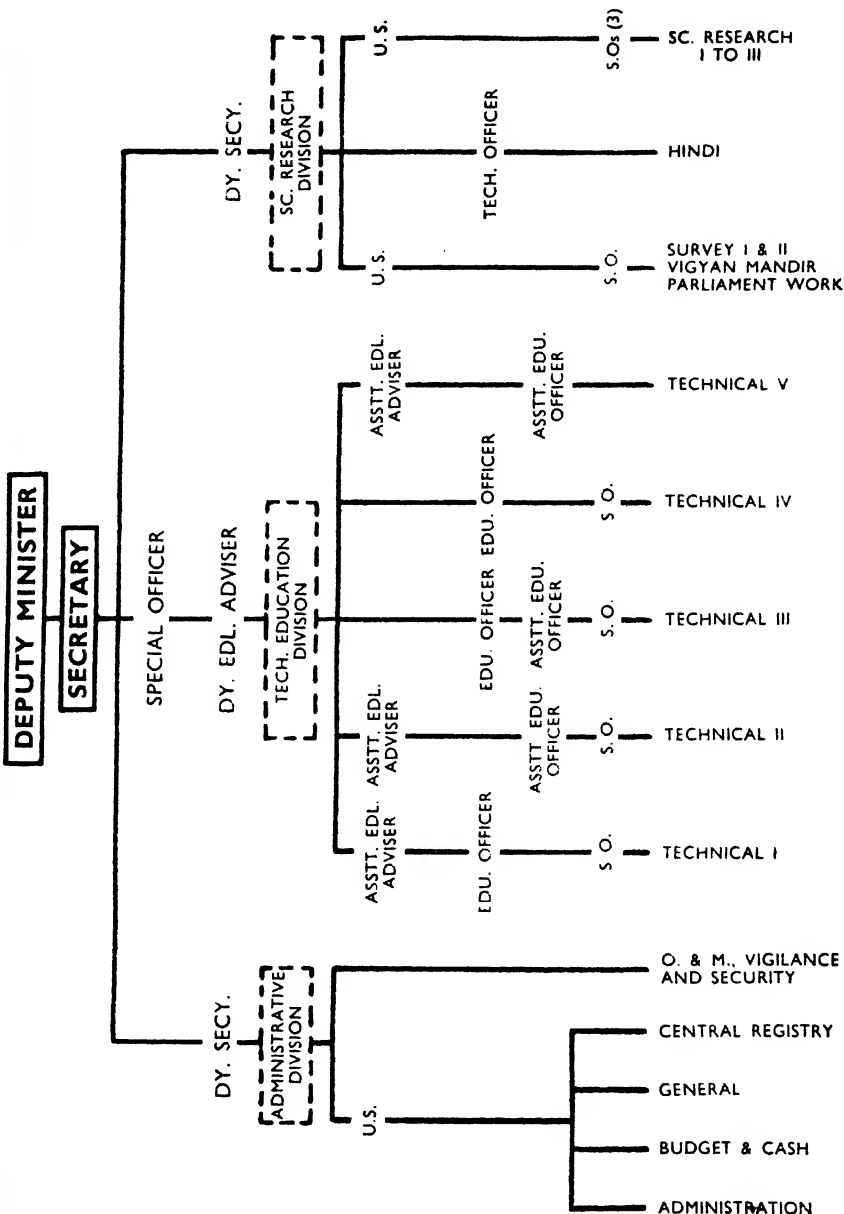
The shortcomings in India's industrial advancement were keenly felt during World War I. The significant part that scientific research plays in industrial advancement was recognised in this country not long ago. The Industrial Commission (1918) suggested adoption of measures to promote scientific research for industrial advancement. Considerable progress was made during the two decades between the two World Wars but such research was not properly co-ordinated. In 1935, the Government of India established the Industrial Intelligence and Research Bureau with the object of "making a beginning and to lay the foundation on which research organisation suitable for the needs of the country could later be constructed". An Industrial Research Council consisting of representatives of the Central and the Provincial Governments was

set up to advise on measures for the co-ordination and development of industrial research.

Following the outbreak of World War II, the inadequacy of the Industrial Research Bureau became markedly clear and the scientific resources of the country had to be mobilised for the war effort. This Industrial Research Bureau was kept in abeyance and, in 1940, the Government of India established the Board of Scientific and Industrial Research for a period of two years in the first instance for the promotion of industrial research. The Board was to co-ordinate the activities of other scientific research institutions working on the same lines. The late Dr. S. S. Bhatnagar, one of the foremost scientists of this country, was appointed a full-time Director of the Scientific and Industrial Research Bureau and Scientific Adviser to the Government

# DEPARTMENT OF SC. RESEARCH & TECH. EDUCATION

AS ON 18-9-57



of India. He was to direct the activities of the Board. After some time, the need arose for a Central Organisation to conduct scientific research on a large scale.

In 1942, the Government decided to create a fund called the Industrial Research Fund, "for the purpose of fostering Industrial Development in the country" and the Council of Scientific and Industrial Research was constituted as an autonomous body under the provisions of the Registration of Societies Act XXI of 1860 to administer the fund. The administration of the Council was vested in a Governing Body nominated by the Government of India and the Board of Scientific and Industrial Research and the Industrial Liaison Committee was made the advisory body to the Governing Body. (A detailed description of the Council of Scientific and Industrial Research is given in a separate section.)

After India became independent, scientific research received due recognition and the subject was announced as a portfolio under the Prime Minister in 1947. Later, the Department of Scientific Research was created in June, 1948. As a result of the re-organisation of the Ministries of the Government of India in January, 1951, the Department of Scientific Research became a part of the newly created Ministry of Natural Resources and Scientific Research to which were also assigned the work relating to atomic energy, mines and geology and the power projects. Later, in August, 1952, the work relating to power projects was transferred from the Ministry of Natural Resources and

Scientific Research to the Ministry of Irrigation and Power. At the same time, the Survey of India, the Zoological Survey of India and the Botanical Survey of India, were transferred from the Ministry of Food and Agriculture to this Ministry. Also, the administrative control relating to the work connected with the Ahmedabad Textile Industry's Research Association, was brought under this Ministry from the Ministry of Commerce and Industry. In August 1954, the work relating to atomic energy was separated from this Ministry and an independent Department of Atomic Energy was set up under the direct control and supervision of the Prime Minister.

The re-organisation of certain Ministries in the Government of India, which was brought about in April, 1957, resulted in the abolition of the Ministry of Natural Resources and Scientific Research and the work connected with mines and geology became a part of the newly created Ministry of Steel, Mines and Fuel. The rest of the work which was dealt with by the late Ministry of Natural Resources and Scientific Research became a part of the work of the Department of Scientific Research and Technical Education under the Ministry of Education and Scientific Research.

The Department of Scientific Research and Technical Education (Scientific Research Division) exercises administrative control over the 17 National Laboratories set up by the Council of Scientific and Industrial Research, the Geodetic Survey of India, the Zoological Survey of India, the Botanical Survey of India, and the Central Board of Geophysics. Apart from these

organisations which come directly under the Department, a limited control is also exercised by the Department over a number of scientific institutions and organisations by giving them liberal

grants-in-aid for the promotion of scientific and technical research. These institutions conduct research on various scientific problems, both fundamental and applied.

## II

## FUNCTIONS AND ORGANISATION

At present, the Department is responsible for the following subjects:

- (i) Scientific Research and Survey; and
- (ii) Technical and Scientific Education.

The Department of Scientific Research and Technical Education consists of a Secretariat and nine Subordinate Offices. There is no Attached Office functioning under the control of this Department. However, the Department acts as the administrative link between the Government and the organisations mentioned below:

- (i) Council of Scientific and Industrial Research,
- (ii) Indian National Scientific Documentation Centre, and
- (iii) National Research Development Corporation.

The Department of Scientific Research and Technical Education is under the immediate charge of the Deputy Minister for Education and Scientific Research, although the Department is under the

overall control and supervision of the Cabinet Minister for Education and Scientific Research.

The requisite files and papers are put up to the Cabinet Minister through the Deputy Minister and the Deputy Minister is responsible for answering Parliamentary questions pertaining to the Department.

## SECRETARIAT

The Secretariat staff consists of:

Secretary	
Jt. Educational Adviser and ex-officio Joint Secretary	
Deputy Secretaries	
Deputy Educational Adviser	1
Under Secretaries	4
Assistant Educational Advisers	4
Technical Officer (Publications)	1
Special Officer (Vigyan Mandirs)	1
Education Officers	3
Senior Scientific Officers	2
Assistant Education Officers	3
Section Officers	17

## III

## SUBORDINATE OFFICES

A short description of the Subordinate Offices of the Department is given below :

1. *Indian School of Mines and Applied Geology, Dhanbad*

The Indian School of Mines and Applied Geology, Dhanbad, was started in 1926. It provides training in Mining Engineering and Applied Geology. Two new courses, viz., Petroleum Techniques and Applied Geophysics have been introduced from July, 1957. The Institution is under the charge of a Director. The following are the major departments in the Institute :

- (1) Coal Mining and Mining Machinery,
- (2) Metal Mining and Surveying,
- (3) Applied Geology,
- (4) Engineering including workshops,
- (5) Chemistry, Fuels and Metallurgy,
- (6) Mathematics and Physics, and
- (7) Languages and Humanities.

2. *Survey of India, Dehra Dun*

The administrative control of the Survey of India was transferred to the late Ministry of Natural Resources and Scientific Research from the Ministry of Food and Agriculture in July, 1953. The Survey of India was actually founded in 1767. It is headed by a Surveyor General, who has his Headquarters at Dehra Dun.

The primary role of the Survey of India is to carry out topographical surveys throughout India and to prepare up-to-date maps to cover the whole

country depicting therein physical and other characteristic features, and administrative sub-divisions. This is required for the civil administration as well as for the defence of the country. The Department also conducts a Survey Training School at Dehra Dun for training departmental officers and those deputed by the various State Governments and neighbouring countries. This Department is divided for the purpose of field work into the following seven circles, each under the charge of a Director :

- (a) Northern Circle, Dehra Dun
- (b) Southern Circle, Bangalore
- (c) Eastern Circle, Calcutta
- (d) Western Circle, Mt. Abu
- (e) Geodetic and Research Branch, Dehra Dun
- (f) Air Survey and Training Directorate, Dehra Dun
- (g) Map Publication Directorate, Dehra Dun

3. *Botanical Survey of India, Calcutta*

The Botanical Survey of India was established in 1890. It is headed by a Chief Botanist. Its function is to explore the plant resources of the country by systematic surveys. The present organisation consists of the headquarters office in Calcutta with the following offices under it :

- (i) Central National Herbarium at Calcutta
- (ii) Botanical Museum at Calcutta
- (iii) Central Botanical Laboratory at Allahabad

- (iv) Northern Regional Circle at Dehra Dun
- (v) Southern Regional Circle at Coimbatore
- (vi) Western Regional Circle at Poona
- (vii) Eastern Regional Circle at Shillong

#### 4. *Zoological Survey of India, Calcutta*

The Zoological Survey of India, with the status of a Government Scientific Survey Department, was constituted in 1916. It is headed by a Director with its headquarters in Calcutta.

The functions of this Department are as follows:

- (i) To undertake faunistic surveys in order to acquire knowledge about the variety and geographical distribution of the Indian Fauna;
- (ii) To maintain and look after the National Zoological Collections;
- (iii) To maintain and improve the Zoological Public Galleries of the Indian Museum;
- (iv) To act as a bureau of information on systematic zoology;
- (v) To advise the Government of India on all matters connected with the science of zoology.

#### 5. *Central Board of Geophysics*

The Central Board of Geophysics is responsible for (i) the co-ordination and development of the resources of scientific departments and Universities for research, field work and training of personnel in geophysics; and (ii) implementing the recommendations of the Committee for a Central Geophysical Institute.

In addition, the Board has also been acting as the National Committee in India for the International Union for

Geodesy and Geophysics from 1953. This Board is headed by an Honorary Chairman, who is assisted by various technical and non-technical staff.

The following Committees function under the Central Board of Geophysics:

- (a) Oceanography Committee,
- (b) Palaeo Volcanology Committee,
- (c) Ground Water Research Committee, and
- (d) Planning Committee for a Central Geophysical Institute.

#### 6. *National Atlas Organisation, Calcutta*

The National Atlas Organisation was set up in 1954 at Calcutta with a nucleus staff. It is headed by an Honorary Director. It has its headquarters at Dehra Dun and an office at Calcutta. Its function is to prepare a National Atlas of India in Hindi, English and other regional languages, containing specialised and detailed maps embodying the physical features of the country and socio-economic information relating to the country.

#### 7. *Delhi Polytechnic, Delhi*

This institution provides facilities for instruction on a varied range of engineering and technological subjects. It offers degree courses of the Delhi University, National Diploma and National Certificate courses of the All-India Council of Technical Education, Pre-Engineering Course of the Government of India, etc. It is headed by a Principal, who is assisted by a Vice-Principal and other teaching staff in different subjects.

#### 8. *Indian Institute of Technology, Kharagpur*

In 1945, the Central Government appointed a high-powered committee under the

Chairmanship of the late Shri Nalini Ranjan Sarkar to make recommendations on the development of higher technical education in India in order to meet the large demand for technical personnel for the post-war industrial development of the country. The Committee recommended the establishment of four Higher Technological Institutes on the lines of the Massachusetts Institute of Technology in the U.S.A.

The Indian Institute of Technology, the first of the 4 Institutions, was started at Kharagpur in pursuance of the recommendations of the Sarkar Committee with Dr. J. C. Ghosh, now Member, Planning Commission, as its first Director. The first batch of students was admitted in 1951.

The main objective of the Institute is to provide extensive facilities for advanced training and research in the various branches of Engineering and Technology and to provide courses in specialised subjects.

The Institute offers facilities for a large number of under-graduate and post-graduate courses in Engineering and Technology. The following are the major Departments at the Institute :

- (i) Civil Engineering,
- (ii) Electrical Engineering,
- (iii) Mechanical Engineering,
- (iv) Chemical Engineering,
- (v) Agricultural Engineering,
- (vi) Humanities and Social Sciences,
- (vii) Physics and Meteorology,
- (viii) Applied Mathematics,
- (ix) Geology and Geophysics,
- (x) Electronics and Electrical Communication Engineering,
- (xi) Naval Architecture and Marine Engineering,

- (xii) Architecture and Regional Planning,
- (xiii) Metallurgical Engineering,
- (xiv) Mining Engineering, and
- (xv) Training and Placement.

9. *Regional Offices of the Ministry of Education and Scientific Research in Bombay, Calcutta, Madras and Kanpur*

The main function of these Regional Offices is to act as liaison organisations between industry and technical institutions in their respective regions.

In pursuance of its aims and objectives, the Department also functions as an administrative link between the Government of India and the organisations listed below :

(i) *Council of Scientific and Industrial Research*  
The Council of Scientific and Industrial Research was established in 1942 by the Government of India as an autonomous body registered under the *Registration of Societies Act XXI of 1860*. It administers the Industrial Research Fund, to which contributions are made by the Government of India from year to year.

The functions assigned to the Council are :

- (a) Promotion, guidance and co-ordination of scientific and industrial research in India including the institution and the financing of specific researches.
- (b) Assisting establishment or development of special institutions or departments of existing institutions for scientific study of problems affecting particular industries and trades.
- (c) Establishment and award of research studentships and fellowships.

- (d) Utilisation of the results of researches conducted under the auspices of the Council towards the development of industries in the country and the payment of a share of royalties arising out of the development of the results of researches to those who are considered as having contributed towards the pursuit of such researches.
- (e) Establishment, maintenance and management of laboratories, workshops, institutes and organisations to further scientific and industrial research and to utilise and exploit for purposes of experiment any discovery or invention likely to be of use to Indian industries.
- (f) Collection and dissemination of information in regard not only to research but to industrial matters generally.
- (g) Publication of scientific papers and a journal of industrial research and development.
- (h) Such other activities as promote generally the objects of the Council.

**Governing Body** The administration of the Council is vested in the Governing Body of which the Prime Minister is the President and the Minister for Education and Scientific Research, the Vice-President. The Governing Body of 28 members is composed of eminent scientists, industrialists and administrators. Some of them are also members of its main advisory body—the Board of Scientific and Industrial Research; this common membership has been particular-

ly helpful in facilitating the consideration of technical matters by the Governing Body in their proper perspective. A representative of the Ministry of Finance is a nominated member of the Governing Body.

The management of the affairs and funds of the Council is vested in the Governing Body, subject to such limitations in respect of expenditure as the Central Government may from time to time impose.

All decisions on matters of policy, the passing of the budget of the Council, the sanctioning of grants for research schemes and on other matters falling within the scope of the activities of the Council are taken by the Governing Body. The budget of the Council is subject to approval by the President of India. The President of the Council is vested with wide powers in matters of finance, within the sanctioned budget allotment, either under the constitution of the Council or by delegation from the Governing Body.

**Board of Scientific and Industrial Research** The Board is the principal advisory body of the Council and advises the Governing Body on general technical matters. All proposals relating to scientific, technical or technological subjects of the Society, whether in furtherance of research or of development, are referred to the Board for advice. The Board also advises the Governing Body as to the lines on which scientific and industrial research should be conducted and the channels into which it should be guided in order to serve best the object of ensuring co-ordinated development of science and industry in the country. The Board initiates, guides and supervises research projects and

examines and co-ordinates schemes of research.

The Board consists of 27 members representing science, engineering, industry and appropriate Departments of the Government of India. The Board has two sub-committees respectively concerned with (i) scientific and technical subjects with 10 members, and (ii) engineering subjects with 9 members.

The Board is assisted by a number of Research Committees. The Director-General, Scientific and Industrial Research is an *ex-officio* member of each of these Committees. All research schemes submitted to the Council for grant-in-aid are referred to the appropriate Research Committee for scrutiny and recommendation. The Research Committees keep watch on the progress of research schemes falling within their scope and also formulate long-range research projects on specific subjects. There are at present 24 Research Committees (with two Sub-Committees), one Financial Sub-Committee and one Publications Committee.

*Administration* The Director-General, Scientific and Industrial Research is the principal executive officer of the Council. He is responsible for the day-to-day administration of the Council and exercises supervisory control over its technical and research activities, including the work of the National Laboratories and research under the grant-in-aid schemes. He is a member of the Governing Body, the Board of Scientific and Industrial Research and other research committees and bodies of the Council.

On the administrative side, the Director-General is assisted by the Secretary of the Council, who is in general

overall charge of the administration of the Council. The Council Secretariat staff includes, in addition to the Secretary, a Dy. Director-General, two Deputy Secretaries, an Industrial Liaison Officer, a Chief Editor in charge of Publications, a Budget and Accounts Officer and others working under these officers. The Secretariat is concerned mainly with finance, work connected with the Governing Body and the Board of Scientific and Industrial Research, general matters connected with the national laboratories, award of fellowships and scholarships, and publications of the Council. The work connected with finance includes the preparation of the budget of the Council, disbursements on establishment, examination of the financial implications of proposals from national laboratories, and maintenance of accounts of expenditure on sponsored research.

On the technical side, the Director-General's responsibilities include the supervision and co-ordination of the work of the national laboratories and of the Research and Expert Committees, advising Government Departments and Ministries on scientific matters, planning of new research laboratories and research projects, research utilisation, bringing out of publications and dissemination of scientific information.

*National Laboratories* There are seventeen National Laboratories. The National Physical Laboratory at New Delhi, and the National Chemical Laboratory at Poona stand on a special footing. The former is equipped for the maintenance of and research on fundamental and derived standards. It also undertakes research on industrial standards of performance and practice. The National

Chemical Laboratory is concerned with investigations embracing all the chief applications of chemistry. In the areas not covered by the activities of other institutes, this laboratory has a special responsibility.

The National Metallurgical Laboratory, Jamshedpur; the Central Fuel Research Institute, Jealgora; the Central Glass and Ceramic Research Institute, Calcutta; the Central Food Technological Research Institute, Mysore; the Central Drug Research Institute, Lucknow; the Central Leather Research Institute, Madras; the Central Electro-Chemical Research Institute, Karaikudi; the Central Building Research Institute, Roorkee; the National Botanic Gardens, Lucknow; the Central Road Research Institute, Delhi; the Central Electronics Engineering Research Institute, Pilani; the Central Salt Research Institute, Bhavnagar; the Central Institute for Biochemistry and Experimental Medicine, Calcutta; the Central Mining Research Station, Dhanbad are concerned with the problems of specific industries, which are rapidly developing in the country.

The Council has set up a Planning Committee to prepare plans for a Central Mechanical Engineering Research Institute. In addition, the Council has decided to set up laboratories devoted to the problems of particular regions. In pursuance of this decision, it has taken over the Hyderabad Central Laboratories and converted it into a Regional Research Laboratory. Steps are under way to set up similar laboratories in other parts of the country. To work out the details of the Birla Science and Industry Museum, a Sub-Committee has been set up by the Planning Committee of the Museum.

The direction of scientific research and the day-to-day administration of the national laboratories is vested in the Directors of the respective laboratories. The scientific work of the laboratories is carried out in the various divisions and sections headed by Assistant Directors or Senior Scientific Officers. On the administrative side, each laboratory has an Administrative Officer and an Accounts Officer to look after routine administrative and financial matters.

An Executive Council has been set up for each laboratory and the management of the affairs and the budget grants of the laboratory is vested in the Executive Council. In addition, there is a Scientific Advisory Committee for each laboratory to advise the Executive Council and the Board of Scientific and Industrial Research on technical matters connected with each laboratory. The number of people employed in the Council is 6,300 of whom 4,500 constitute scientific and technical personnel.

(ii) *Indian National Scientific Documentation Centre (INSDOC)*

As a result of an agreement signed between the Government of India, and the UNESCO in Paris during July, 1951, the INSDOC has been set up and located in the National Physical Laboratory, New Delhi. This National Centre provides documentation services to national laboratories, scientific institutions, universities and industrial concerns. The INSDOC is a national repository for reports of the scientific work carried out in the country, whether published or unpublished. An advisory

committee, comprising of the Director-General, Scientific and Industrial Research as Chairman and the Head of INSDOC as Secretary, has been formed to assist the Head of INSDOC, who is responsible for the organisation and the technical administration of the centre.

(iii) *National Research Development Corporation of India*

The Corporation came into being in December, 1953, and has been consti-

tuted as a Government-owned private company under the provisions of the Indian Companies Act, 1956. Funds for the Corporation are provided by the Government of India in the form of long-term interest-free loans or loans with a low rate of interest. The main function of the Corporation is to stimulate development of patents and exploitation of inventions arising out of researches conducted in different research institutions.

#### IV

### ADVISORY BODY

*All-India Council for Technical Education*

The All-India Council for Technical Education was set up by the Government of India in November, 1945, to advise it on matters relating to the co-ordination and development of Technical Education in the country above the High School stage. Its personnel has been drawn from the Government of India Departments, State Governments, Parliament of India, Industry, Commerce and Labour and Professional and Educational Bodies. The Council, during its existence, has made very valuable contributions towards the development and expansion of facilities for technical education. With a view to tackling the various problems effectively, the Council functions through certain Standing Committees and various *ad hoc* Committees appointed by it from time to time. The Council does not, however, have any executive or administrative or controlling powers.

The advisory work of the Council falls broadly under three categories, viz., (i)

framing of courses of technical studies and laying down of standards; (ii) improvement and strengthening of the existing institutions; and (iii) establishment of new institutions and development of facilities in new fields of technical education.

For the purpose of laying down of standards in Technical Education, the Council has appointed 7 Boards of Studies in different fields, viz., Engineering and Metallurgy, Chemical Engineering and Chemical Technology, Textile Technology, Architecture and Regional Planning, Applied Art, Commerce and Management. In addition to the 7 Boards, the Council has appointed 4 Regional Committees, one each for the Eastern, Western, Southern and Northern Regions of the country to survey the facilities in those regions, determine regional needs in consultation with the State Governments concerned, foster liaison between the industry and technical institutions and assist and advise on the

desirable and co-ordinated development in their respective regions. This network of Committees and Boards is of great value to the Council in formulating its policies and programmes in technical education. Day-to-day work is, however, carried on by a small Committee known as the Co-ordinating Committee of the Council which is also representative of all the interests that constitute the Council.

#### TOTAL STRENGTH OF STAFF

Secretariat	319
Subordinate Offices	5,077

The Department of Scientific Research and Technical Education does not by itself bring out any publications. However, the various organisations under the Department bring out a number of

scientific and technical publications, which are detailed below:

#### *Council of Scientific and Industrial Research*

1. *Dictionary of Indian Raw Materials and Industrial Products*, popularly known as *Wealth of India* (The main object of this publication is to present information and data on the present and potential wealth of India.)
2. *National Register of Scientific and Technical Personnel*
3. *The Journal of Scientific and Industrial Research* (Monthly)
4. *Research in Industry* (Monthly)
5. *Vigyan Pragati* (Hindi Monthly)

#### *Zoological Survey of India*

1. *Records of the Indian Museum* (Quarterly)
2. *Memoirs of the Indian Museum* (Occasional)
3. Volumes in the Fauna of India Series (as and when ready)

#### *Central Board of Geophysics*

*Geophysical Digest* (Quarterly)

## CHAPTER XVII

# MINISTRY OF HEALTH

THE HISTORY of the centralised public health administration in India may be traced back to the creation of a Hospital Board during the early period of the East India Company's rule. The functions of the Board were initially of a military character. In 1796, the Court of Directors changed its title to that of Medical Board and extended the scope of its duties to the superintendence of the 'Medical Department of the Civil Service'. The Director-General, Indian Medical Service, was the direct successor of this Medical Board which consisted of two officers designated the Surgeon-General and the Physician-General. The Director-General, Indian Medical Service, had also the rank of Surgeon-General. He was under the Home Department as regards civil duties and was also the Medical Adviser to the Military Supply Department on all questions concerning the Indian Medical Service and the Indian Subordinate Medical Department. The medical administration of the army was vested in a Surgeon-General who was designated as the Principal Medical Officer, His Majesty's Forces in India. He was a Staff Officer of the Commander-in-Chief. Between 1880 and 1904, the Director-General, Indian Medical Service, was also the Sanitary Commissioner to the Government of India and, in that

capacity, he acted as the Adviser to the Government of India on all matters connected with health administration. Later, the duties of Sanitary Commissioner were assigned to a separate officer.

Under the Government of India Act, 1919, the health administration was transferred to the provincial governments. This position continued under the Government of India Act, 1935 and still continues under the new Constitution.

At the Centre, in 1923, the Section dealing with health matters attached to the Home Department was combined in the interest of economy and efficiency with the Department of Education and Lands, and the combined Department was designated the Department of Education, Health and Lands. In 1945, this Department was trifurcated, forming three separate Departments, viz., the Departments of Education, Health and Agriculture. On August 15, 1947, the Department was designated a Ministry and it was placed under the charge of a Cabinet Minister. Before 1947, the medical and health services at the Centre were administered by two separate departments, one under the Director-General of Indian Medical Service and the other under the Commissioner of Public Health. After independence, the offices of the Director-General of Indian Medical Service and the Commissioner of Public Health were amalgamated under the Director-General of Health Services and the post of Commissioner of Public Health was abolished.

*Minister for Health* — D. P. Karmarkar — since April 17, 1957; *Secretary* — V. K. B. Pillai, I.C.S. — since May 9, 1953.

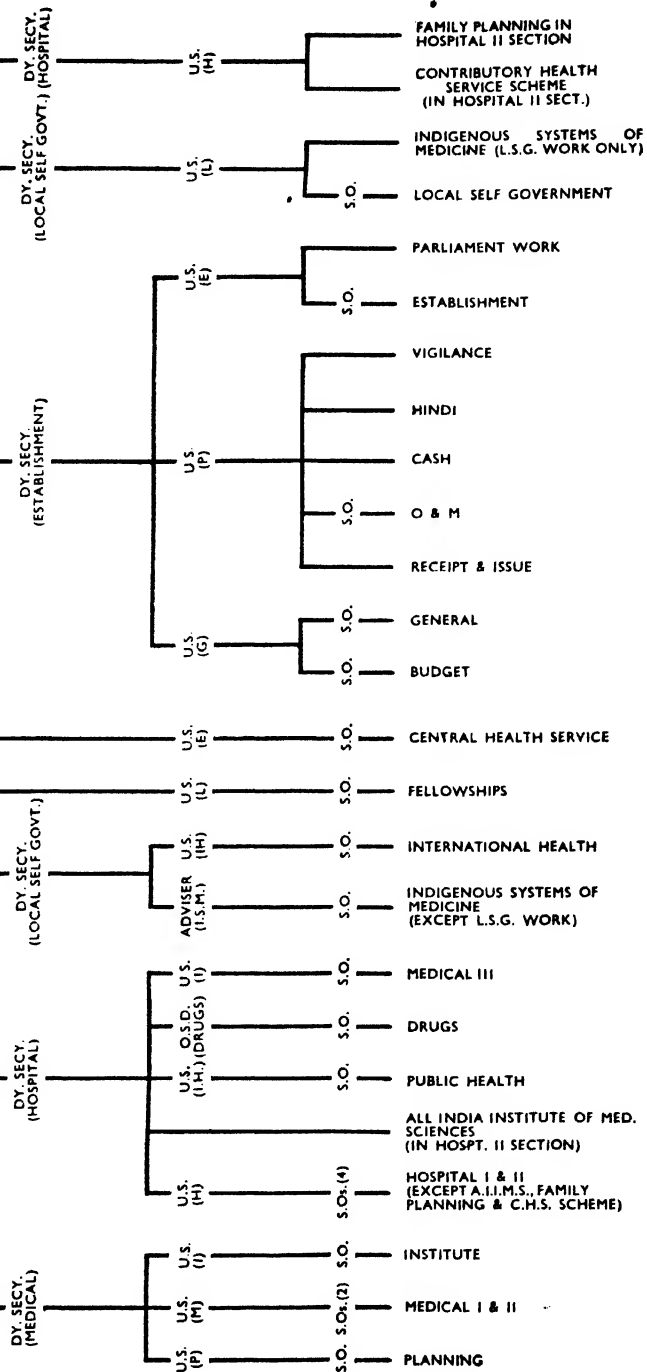
# MINISTRY OF HEALTH

AS ON 8-10-57

## MINISTER OF STATE

### SECRETARY

### JOINT SECRETARY



II

FUNCTIONS AND ORGANISATION

At present, the Ministry is responsible for the following functions:

- (a) Administration of central health institutions.
- (b) Promotion of medical research, regulation and development of medical, pharmaceutical, dental and nursing professions in consultation with the State Governments and the Statutory Councils concerned and laying down the standards of education for these professions.
- (c) Establishment and maintenance of drugs standards in consultation with the State Governments, and prevention of adulteration of food.
- (d) Promoting investigations into particular health problems.
- (e) Promoting through the Central Council of Local Self-Government and otherwise, discussions and exchange of information on problems relating to Panchayats and other local bodies.
- (f) International health relations and the administration of port quarantine.

(a) *The Administration of Central Health Institutions*

The Ministry of Health is responsible for the administration of the following central health institutions:

1. Central Research Institute, Kasauli
2. All-India Institute of Public Health, Calcutta

Hospital for Mental Diseases, Ranchi

College of Nursing, New Delhi

Medical Stores Organisation

Drugs Control Organisation

Central Drugs Laboratory, Calcutta

B.C.G. Vaccine Laboratory, Guindy

9. Safdarjang Hospital, New Delhi
10. Willingdon Hospital and Nursing Home, New Delhi
11. Lady Reading Health School and Ramchand Lohia Welfare Centre, Delhi
- All-India Institute of Medical Sciences, New Delhi
- Contributory Health Services Scheme Dispensaries in Delhi and New Delhi
14. Indian Cancer Research Centre, Bombay
15. Central Institute of Research in Indigenous Systems of Medicine, Jamnagar
16. All-India Institute of Mental Health, Bangalore
17. Central Leprosy Institute, Chingleput
18. V.D. Training Centre, Safdarjang Hospital, New Delhi

1 to 11 have been dealt with separately under the heading Subordinate Offices.

12. *All-India Institute of Medical Sciences, New Delhi*

The All-India Institute of Medical Sciences has been established in New

Delhi under the control of the Central Government to provide facilities of the highest nature for highly specialised research in the different branches of medicine. The Institute is to comprise of a Medical College, a Dental College, a Nursing College, a Post-Graduate Teaching Centre and a Hospital. The Government of New Zealand has given assistance under the Colombo Plan to the extent of one million pounds for the scheme.

13. *Contributory Health Services Scheme Dispensaries in Delhi and New Delhi*

With a view to providing facilities for medical treatment to its staff, the Government of India has sanctioned the Contributory Health Services Scheme for all the Central Government employees working in Delhi and New Delhi.

Under the Contributory Health Services Scheme, full-time Medical Officers and dispensaries are being provided to look after the health needs of the Government employees and their families. The main aim of the scheme is to provide all forms of treatment, domiciliary and institutional, to all Government servants, irrespective of the class to which they belong, and irrespective of their ability to pay for the services rendered to them.

14. *Indian Cancer Research Centre, Bombay*

The Indian Cancer Research Centre was opened in December, 1952, with the object of instituting post-graduate teaching and research in cancer and allied subjects. The centre is administered by a governing body, consisting of three representatives of the Government of India

and three representatives of the Tata Trustees.

15. *Central Institute of Research in Indigenous Systems of Medicine, Jamnagar*

This Institute has been established for conducting research in the indigenous systems of medicine. It started functioning in 1953. The administrative control of the Institute has been vested in a governing body, consisting of a Chairman, a Vice-Chairman and 14 other members drawn from Parliament, the State Governments, and practitioners of ayurvedic and modern medicine.

16. *All-India Mental Health Institute, Bangalore*

The All-India Mental Health Institute, Bangalore, was opened in August, 1954. The main objects of the Institute are to make provision for and to promote post-graduate and special studies and research in mental health, to give advice to the Government of India and to the Governments of the States on matters relating to the organisation of mental health services and to act in co-ordination with the international agencies in the matter of post-graduate and special studies and research in mental health. The Institute is working in association with the Mental Hospital, Bangalore, and its affairs are managed by a governing body, consisting of representatives of the Central Government and the Government of Mysore.

17. *Central Leprosy Teaching and Research Institute, Chingleput*

A Central Leprosy Teaching and Research Institute at Chingleput (Madras State), has been established in

association with the Lady Willingdon Leprosy Sanatorium at Chingleput, and the Silver Jubilee Children's Clinic at Saidapet, both of which were taken over by the Central Government in January, 1955.

18. *V. D. Training Centre, Safdarjang Hospital, New Delhi*

The V. D. Training Centre at the Safdarjang Hospital, New Delhi, has been set up in order to promote research and provide training facilities in the field of treatment of venereal diseases.

(b) *Promotion of Medical Research and regulation and development of medical, pharmaceutical, dental and nursing professions in consultation with the State Governments and the Statutory Councils concerned and laying down the standards of education for these professions*

The following steps have been taken so far in the discharge of the above functions:

(i) An All-India Medical Institute for training health personnel in pursuance of the recommendations of the Health Survey and Development Committee has been established at New Delhi. Along with the establishment of the Institute, certain medical colleges and research institutions are being up-graded and new departments are being opened in those institutions.

(ii) Steps are under way to increase the training facilities for nurses as well as for imparting training to displaced girls in nursing at the Lady Hardinge Medical College, New Delhi.

(iii) A Child Guidance Clinic has been established at the College of Nursing, New Delhi.

(iv) With a view to enable the State Governments to train the required number of Health Visitors, the Ministry is offering financial assistance to the existing health schools to expand their training facilities.

(v) A Rehabilitation and Training Centre for the crippled has been established at the K.E.M. Hospital, Bombay in collaboration with the U.N.O.

Enactment of necessary legislations for the control and regulation of the Medical, Nursing, Dental and Pharmaceutical professions and the constitution of All-India Medical, Nursing, Dental and Pharmaceutical Councils are the items of responsibility of the Ministry.

(c) *Laying down and maintenance of drugs standards in consultation with the State Governments and prevention of the adulteration of food*

Control over standards of drugs is exercised under the Drugs Act, 1940, and the Drugs Rules, 1945. While the State Governments are responsible for the control over the manufacture, distribution and sale of drugs in the States, the Central Government is responsible for the control over the import of drugs and the registration of patents and proprietary medicines. This control is exercised by the Drugs Controller, India, under the supervision of the Director-General of Health Services. No "new drugs" are allowed to be imported unless the Drugs Controller, India, is

satisfied about it after a thorough examination of the relative medical literature, clinical data, record of clinical and pharmacological controls. Where necessary, clinical trials are carried out under the control of the Drugs Controller, India, and in consultation with the Indian Council of Medical Research and, in some cases, in collaboration with the Director, Central Drug Research Institute, Lucknow.

There is a Drug Technical Advisory Board, which is a statutory body, to advise the Central Government and the State Governments on technical matters arising out of the administration of the Drugs Act, 1940, and the Rules made thereunder. The Director-General of Health Services is the Chairman of this Board, which includes among its members the Directors of certain important research institutions, the representatives of the Indian Council of Medical Research and the medical and pharmaceutical professions. Apart from this, there is a statutory institution, viz., the Central Drugs Laboratory set up under the Drugs Act.

The Pharmaceutical Enquiry Committee had recommended that in order to overcome the defects in the operation of the Drugs Control Act, and to bring about uniformity in the standards of products manufactured, the administration of drugs control should be centralised.

The Prevention of Food Adulteration Act, 1945, received the President's assent in September, 1954. This Act prohibits the manufacture of adulterated articles of food and their import for sale. The Act provides for the establishment of a Central Committee for food standards

and a Central Food Laboratory to carry out the functions defined under the Act. It further provides for the appointment of a public analyst and some food inspectors.

Another Act, entitled Drugs and Magic Remedies (objectionable advertisements) Act, 1954, which seeks to control the advertisements of drugs in certain cases, to prohibit the advertisement of certain remedies alleged to possess magic qualities and to provide for matters connected therewith, together with the rules framed under the Act, came into force in April, 1955. The Drugs Controller (India), has been appointed as the officer to whom application may be made by persons intending to obtain the previous sanction of the Government for publishing advertisements relating to drugs and medicines.

(d) *Promoting investigations into particular health problems*

In pursuance of the above function, investigations are being undertaken in the sphere of Family Planning.

The problem of population control in India is engaging the attention of Government. Accordingly, a family planning scheme has been started in the Directorate General of Health Services in April, 1952, to serve as a continuing source of reference and also for co-ordinating the activities of the family planning clinics started by this Ministry in various parts of the country. In May, 1953, a Family Planning Research and Programmes Committee was set up by the Government of India to make recommendations to Government regarding research schemes and experimental programmes relating to

family planning. The recommendations made by the Committee in its first report have since been accepted by the Government of India. The main recommendations were on the following aspects:

- (i) The training and educational programme for family planning.
- (ii) The development of research, including laboratory and field research.
- (iii) Extension of family planning services.

To achieve the above objectives, the Central Government is giving grants to the State Governments, the local authorities and the various voluntary organisations for approved family planning programmes. Further, an All-India Institute of Family Planning is being set up for conducting training and research projects in the subject.

- (e) *Promoting through the Central Council of Local Self-Government and otherwise, discussions and exchange of information on problems relating to Panchayats and other local bodies*

Though local self-government is a State subject, the Ministry of Health is concerned generally with the co-ordination of the activities relating to local self-government. Under Article 40 of the Constitution, a special responsibility has been laid on the States to organise village panchayats and endow them with such powers as may be necessary for them to function as units of local self-governments. In order to focus the attention of State Governments on the Directive Principle in this connection and also to formulate a co-ordinated policy in respect of local

administration in 'various States, a conference of all the State Local Self-Government Ministers was convened in June, 1954, at Simla. The conference recommended a number of steps to strengthen the local governments, including the setting up of a Central Council of Local Self-Government. On the recommendations of the conference, a Central Council of Local Self-Government was established in September, 1954, with the Central Health Minister as its Chairman and the State Local Self-Government and Panchayat Ministers as its Members.

The functions of the Central Council are to consider and recommend broad lines of policy in regard to matters concerning local self-government in all aspects, including legislation in fields of activities relating to local self-government matters and laying down the pattern of development for the country as a whole.

- (f) *International health relations and the administration of port quarantine*

Promotion of better relations in matters concerning health with the United Nations and other foreign and international organisations, viz., the World Health Organization, the UNICEF, the Ford Foundation, the Rockefeller Foundation, etc., and formulation and administration of the quarantine rules and regulations at sea and air ports fall under this category.

India has been receiving valuable help from the World Health Organization since its foundation in 1948, and from the UNICEF since 1949. Help from these organisations generally takes the form of expert advice in connection with the improvement of the existing health

services, medical literature and equipment and fellowships and stipends for training nurses and midwives in this country. They also help various training and research projects in this country by providing necessary guidance and advice.

The sanitary control of maritime and aerial traffic, particularly the prevention of spread of quarantinable diseases from one country to another, is regulated by the International Sanitary Regulations, which came into force in India in March, 1953. In order to meet the obligations imposed by the above-mentioned regulations, health organisations function at all the major ports in India. The spread of quarantinable diseases from one country to another through aerial traffic is controlled by health organisations functioning at the Airports. Medical examination of seamen is also conducted by Government doctors in accordance with the provisions of the Indian Merchant

Shipping (Medical Examination) Rules, 1951.

The Ministry of Health consists of a Secretariat, one Attached and 15 Sub-ordinate Offices.

The Ministry is headed by a Minister of State.

#### SECRETARIAT

The Secretariat staff comprises of:

Secretary	1
Deputy Secretaries	4
Under Secretaries	8
Section Officers	20

The Secretariat of the Ministry is organised into the following four Divisions:

- (i) Planning, Hospital and Drugs Division
- (ii) Medical Division
- (iii) Local Self-Government and International Health Division
- (iv) House Keeping Division (viz., Establishment, Budget, etc.)

### III

#### ATTACHED OFFICES

A short description of the only Attached Office of the Ministry is given below:

##### *Directorate-General of Health Services, New Delhi*

The Directorate-General of Health Services is the only attached office which functions as the chief executive organisation for the Ministry of Health in the entire medical and public health field. It is staffed by technical experts in the

various branches of medicine. The Director-General, who is in charge of this organisation, is assisted by two Deputy Directors-General, two Advisers on Health Programme, who are ex-officio Additional Deputy Directors-General, one Drugs Controller, one Adviser in T.B., one Adviser in Maternity and Child Welfare, one Chief Nursing Superintendent, one Additional Director of Health and various other staff.

## IV

## SUBORDINATE OFFICES

A short description of the Subordinate Offices of the Ministry is given below :

1. *Central Research Institute, Kasauli*

This Institute was originally started in the year 1906, as a Central Government Bacteriological Laboratory. At present, it is responsible for the large-scale production of T.A.B. Vaccine, Cholera Vaccine, Anti-Rabic Vaccine and Antivenom Serum, etc., and carries out laboratory diagnostic work for hospitals and private practitioners of medicine. It also serves as :

- (i) A Government agency for the inspection of commercial firms with a view to their recognition by Government as approved suppliers of various products including vaccines, sera, sterilised surgical instruments and sterile solutions for parenteral injection.
- (ii) An educational and training centre for officers and technicians, including technical personnel of commercial firms, affording training in the assay, standardisation and manufacture of biological products.

The Institute also undertakes research work relating to Cholera, Typhoid, Rabies, Tuberculosis and Snake Bites.

2. *All-India Institute of Public Health, Calcutta*

This Institute was established in 1933 and aims at the provision in India of a first-class centre for advanced up-to-date

instruction in the methods of preventive and social medicine suited to combat India's peculiar, varied and numerous illnesses and diseases and for research in all associated fields for the requirements of medical protection and positive health of large units of population, both rural and urban. It is affiliated to the Calcutta University for the D.P.H., I.P.H., D.M.C.W., Diploma in Dietetics, D.I.H., and M.E. (PH), D.N., Courses. The Certificate Courses held at the Institute are in M.C.W., Industrial Hygiene, Nutrition, Laboratory Techniques, Biometric Techniques, and Public Health Engineering. It also provides training facilities in public health for the health workers of different community project areas at the Orientation Training Centre, Srinagar. Its Maternity and Child Welfare Section has been developed into a Maternal and Child Health Department in collaboration with the UNICEF and the WHO. As a result of this scheme, a new certificate course in Public Health Nursing has been started.

3. *Malaria Institute of India, Delhi*

This Institute was established primarily to advise Government on all issues pertaining to diseases of malarial origin and to carry out necessary enquiries and research investigations in that connection. It also imparts training in malariology for Medical Officers, Engineers and Malaria Inspectors. In addition, it conducts and supervises the anti-malaria operations in the Delhi urban and rural

areas. The two nation-wide programmes in Malaria and Filariasis control are based at the Institute.

#### 4. *Serologist and Chemical Examiner to the Government of India, Calcutta*

The Serologist's Department was established in 1914. The Serological work relating to all the States is done by the Serologist and Chemical Examiner to the Government of India. He determines by serological means the origin of blood, human or animal, causes of bleeding, injury, menstruation or parturition and grouping of blood. He receives, through the State Chemical Examiners, materials for examination as "exhibits" sent by the Police, Magistrates, etc., from all the States. In addition, the Department provides teaching facilities in serology and immunology.

#### 5. *Antigen Production Unit, Calcutta*

Under the Venereal Diseases control scheme, launched by the Government of India in collaboration with the UNICEF, the Government has sanctioned the establishment of an Antigen Production Unit at Calcutta. The preliminaries for the establishment of the Unit have been practically completed. For administrative purposes, the unit is under the control of the Serologist and Chemical Examiner to the Government of India.

#### 6. *Hospital for Mental Diseases, Ranchi*

With a view to re-organising and making it a model centre for treatment and training in Psychiatry, the Government of India have taken over the Hospital for Mental Diseases, formerly known as the European Mental Hospital.

#### 7. *College of Nursing, New Delhi*

This institution was started in 1946. It provides a four-year B.Sc. (Hons.) Course in Nursing affiliated to the University of Delhi. It also provides the following post-certificate courses in Nursing which are recognised by the Government of India, Ministry of Health:

- |                                    |          |
|------------------------------------|----------|
| (i) Ward Sisters' Course           | 3 months |
| (ii) Sisters Tutors' Course        | 7 months |
| (iii) Midwife Tutors' Course       | 7 months |
| (iv) Nursing Administration Course | 7 months |

It is essential to pass the ward sisters' course to take up the other courses.

A Child Guidance Clinic has been established at the college since 1954 to render psychological services to the community as a part of public health services and to have effective working relations with families, schools, welfare agencies, public health units, hospitals and medical clinics.

An Edwina Mountbatten Mobile Nursing Clinic, donated by Lady Mountbatten, is providing satisfactory medical facilities in the rural areas around Chawla in the Delhi Union Territory.

#### 8. *Medical Stores Organisation*

This organisation comprises of four depots and an administrative office in Delhi, which form part of the Directorate-General of Health Services. The depots are situated at Bombay, Madras, Calcutta and Karnal. The Organisation is maintained by Government for civil purposes with the object of ensuring medical supplies in adequate quantities of proper quality and approved patterns for Civil Hospitals and Dispensaries, as well as

for non-Government institutions. A small sub-depot is maintained at Delhi to handle certain medical stores and other supplies received from the International Organisations.

#### 9. *Seaport and Airport Health Organisations*

To enforce and implement the Rules of International Sanitary Regulations, health organisations are functioning at the undermentioned major Seaports and Airports in India :

*Seaports:* Bombay, Calcutta, Madras, Cochin, Kandla and Visakhapatnam.

*Airports:* Bombay Airport (Santa Cruz), Calcutta Airport (Dum Dum), Delhi Airport (Palam), Madras Airport (Meenambakkam) and Tiruchirappalli.

The Airports at Santa Cruz and Dum Dum, two of the first points of entry to India by air, possess adequate provision for the isolation of passengers suspected to be suffering from yellow fever or other infectious diseases. The Palam Airport (Delhi), provides for medical inspection facilities for aircraft using it as the last airport of departure. Arrangements have also been made at Ahmedabad, Begumpet, Guja, Ludhiana and Poona for the health clearance of aircraft which may have to be diverted from Santa Cruz or Dum Dum on account of bad weather. Health Clearance arrangements are also provided at Amritsar Airport (Rajasansi).

#### 10. *Drugs Control Organisation*

The control over drugs is exercised through the Drugs Act, 1940, and the

Drugs Rules, 1945. The scope and functions of the Act and the Rules made thereunder can be divided broadly into the following categories :

- (i) Control over the quality etc., of drugs which are imported from foreign countries.
- (ii) Control over the manufacture, sale and distribution of drugs in India.

While the control over the manufacture, distribution and sale of drugs in the country is the responsibility of the State Governments, the Central Government is responsible for the administration of the provisions of the Drugs Act and Drugs Rules in so far as they relate to the import of drugs under the Drugs Act, 1940.

#### 11. *Central Drugs Laboratory, Calcutta*

The Drugs Act, 1940, provides for the establishment of a Central Drugs Laboratory, to carry out certain functions entrusted to it by the Act. The previous institution known as the Biochemical Standardisation Laboratory was converted into the Central Drugs Laboratory in February, 1947. This Laboratory is the final authority in matters of disputes regarding standard of drugs. The late Pharmacognosy Laboratory has also been merged with the Central Drugs Laboratory and now forms a section of the latter.

#### 12. *B.C.G. Vaccine Laboratory, Guindy*

In furtherance of the object of introducing B.C.G. Vaccination in India, a laboratory for the manufacture of this vaccine was established by the Government of India at the King Institute, Guindy, in 1948. The laboratory

manufactures Tuberculosis (B.C.G.) Vaccines and supplies these drugs to the State Governments and also to certain foreign countries.

13. *Safdarjang Hospital, New Delhi*

The Government of India took over the Safdarjang Hospital, New Delhi, for direct administration with effect from April 1, 1954. Prior to that, this hospital was an annexe of the Irwin Hospital, New Delhi, and was administered by the Delhi State Government. With the decision to establish an All-India Medical Institute in the Safdarjang area, and with a view to giving effect to the Contributory Health Services Scheme for Central Government Servants and their families in Delhi and New Delhi, it was felt necessary to take over this hospital.

A Venereal Diseases Training Centre was established in the Safdarjang Hospital after it was taken over by the Government of India.

14. *Willington Hospital and Nursing Home, New Delhi*

The Government of India took over the Willington Hospital and Nursing Home, New Delhi, for direct administration and management by the Director-General of Health Services, with effect from January, 1954. Previously, this institution was maintained by the New Delhi Municipal Committee. In the interest of efficiency and with a view to giving effect to the Contributory Health Services Scheme for Central Government Servants, this institution was taken over by the Union Government.

15. *Lady Reading Health School and Ram Chand Lohia Infant Welfare Centre, Delhi*

The Lady Reading Health School, which was established in 1918, and later came under the control of the Indian Red Cross Society in 1931, was taken over by the Government of India in April, 1952. This school is an institution of an all-India character for training of health visitors. Training is imparted to women over 18 years of age. There are two admissions in a year, and matriculate candidates with Senior Midwifery Diploma are admitted. For practical instructions to the students, the school has a Maternity and Child Welfare Centre, viz., the Ram Chand Lohia Infant Welfare Centre which is under the charge of a qualified public health nurse. Apart from this, a number of specialists impart theoretical training in their own specialities in the Health School.

In addition to the above subordinate offices, there are the following minor subordinate establishments under this Ministry:

- (1) Civil and Military Dispensary, Simla
- (2) X-Ray Installation, Simla
- (3) Staff Surgeon, Fort William, Calcutta
- (4) Dum Dum Airport Dispensary, Calcutta
- (5) Santa Cruz Airport Dispensary, Bombay

The establishments at (1) and (2) provide facilities for the medical treatment of Central Government Servants stationed at Simla; the establishment at (3) performs the medical examination of the Central Government Servants

stationed at Calcutta, and the dispensaries at (4) and (5) have been sanctioned with effect from April, 1954, to cater to the

medical needs of the Central Government Servants at the Dum Dum and the Santa Cruz Airports respectively.

## ADVISORY BODIES

A short description of some of the important Advisory Bodies under the Ministry is given below:

### 1. *Central Committee for Food Standards*

The main functions of the Committee are to advise the Central Government and the State Governments on matters arising out of the administration of the Prevention of Food Adulteration Act, 1954, and to carry out other functions assigned to it under the said Act, namely, to advise the Central Government in making rules prescribing the functions of the Central Food Laboratory, and the procedure for the submission to the said laboratory of samples, the forms of the laboratory's reports thereon and fees payable. The Central and the State Governments are also advised by the Committee while rules are framed by them under Sections 23 and 24 of the Prevention of Food Adulteration Act.

The Committee is constituted by nominations as provided under Section 3 of the Prevention of Food Adulteration Act, 1954 (37 of 1954).

### 2. *Central Committee for Drafting a Model Public Health Act*

In pursuance of a resolution passed by the Central Council of Health, the Model Public Health Act Committee was consti-

tuted by the Government of India in October, 1953, to draw up a model comprehensive Public Health Act which the various States in India might enact, with such modifications as may be necessary to suit local conditions, with a view to serve the following purposes:

- (a) To bring together existing legal provisions relating to health.
- (b) To modify those sections of the law which need a change in view of the recent advances in knowledge.
- (c) To incorporate new provisions for the development of future health programmes.

The Committee is headed by the Director of Health Services, West Bengal, who acts as its Chairman.

### 3. *Advisory Committee for the Hospital for Mental Diseases, Ranchi*

The functions of the Committee are mainly to frame rules for the management of the mental hospital and to look after their affairs and to advise the Government of India on proposals for major developments and changes in the mental hospital.

The Committee is composed of representatives of the Central Government and of contributing States. The Hospital has accommodation for 420 patients and

seats have been reserved for contributing States as follows :

West Bengal	255
Bihar	60
Uttar Pradesh	35
Madhya Pradesh	10
Delhi	10
Assam	6
Orissa	6
PEPSU (Now Punjab)	1
Tripura	4
Other areas	3
Independent beds	30

420

#### 4. *Advisory Committee on Ayurveda*

The functions of the Committee are to scrutinise the research schemes in Ayurveda as may be recommended by the State Governments and to recommend to the Government of India the extent of financial assistance which should be granted by the Central Government for the furtherance of such researches.

The Secretary, Ministry of Health, acts as the Chairman of the Committee with three representatives of the Ayurvedic profession and a representative each of the Ministry of Finance, the Planning Commission and the Indian Council of Medical Research, as members.

#### 5. *Drugs Technical Advisory Board*

Its functions are to advise the Central Government and the State Governments on technical matters arising out of the administration of the Act and carry out the other functions assigned to it by this Act.

The Director-General of Health Services acts as its Chairman. Other

members of the Board are the Drugs Controller (India), the Directors of the Central Drugs Laboratory (Calcutta), the Central Research Institute (Kasauli), the Indian Veterinary Research Institute (Muktesar-Kumaon), the Chief Chemist, Central Revenue Control Laboratory (New Delhi). Two persons holding the appointment of the Government Analysts under the Drugs Act, 1940, are nominated by the Central Government as members.

#### 6. *All-India Institute of Medical Sciences Advisory Committee*

The functions of the Committee are to advise Government on the organisation and general planning of the All-India Institute of Medical Sciences, and to assist in its development through successive stages. The Committee has power to co-opt members and to appoint sub-committees whenever they may consider it to be necessary.

The Vice-Chancellor, Madras University, acts as the Chairman of the Committee. Other members are the Minister for Public Works, Bombay; the Director, Indian Cancer Research Centre, Bombay, etc.

#### 7. *Contributory Health Service Scheme Advisory Committee*

The main function of the Committee is to advise the Government from time to time on the working of the C.H.S.S. and how it can be improved. The function is purely advisory.

The Secretary, Ministry of Health, acts as the Chairman of the Committee. Other members of the Committee are drawn from the various service associations under the Government of India.

The D.G.H.S., and the Financial Adviser, A.F.A. are also ex-officio members.

Further, the Ministry is assisted by the following advisory bodies in the discharge of its duties :

1. Central Council of Local Self-Government.
2. Advisory Committee on Homocopathy.
3. Committee to study the question of formulating uniform standards in respect of education and regulation for practising as Vaidyas, Hakims and Homocopaths.
4. Committee to study the type of training in Pharmacology imparted in different parts of the country to students undergoing the combined 4½ years' course of training in Ayurveda and Unani.
5. Drugs Consultative Committee.
6. Indian Pharmacopoeia Committee.
7. Pharmacy Council of India.
8. Committee of Management for the Sick and Destitute Seamen's Amenities Fund, Bombay.  
Board of Administration for the Lady Hardinge Medical College and Hospital and a Board of Management for Kalavati Saran Children's Hospital, New Delhi.

10. Indian Medical Council.
11. Dental Council of India.
12. Indian Nursing Council.
13. Indian Council of Medical Research.
14. Family Planning Research and Programmes Committee.
15. Family Planning Grants Committee.
16. Central Medico-Legal Advisory Committee.
17. Joint Advisory Committee.
18. Central Council of Health.
19. Informal Consultative Committee.

TOTAL STRENGTH OF STAFF

Secretariat	361
Attached Offices	588
Subordinate Offices	1,995
Others	634

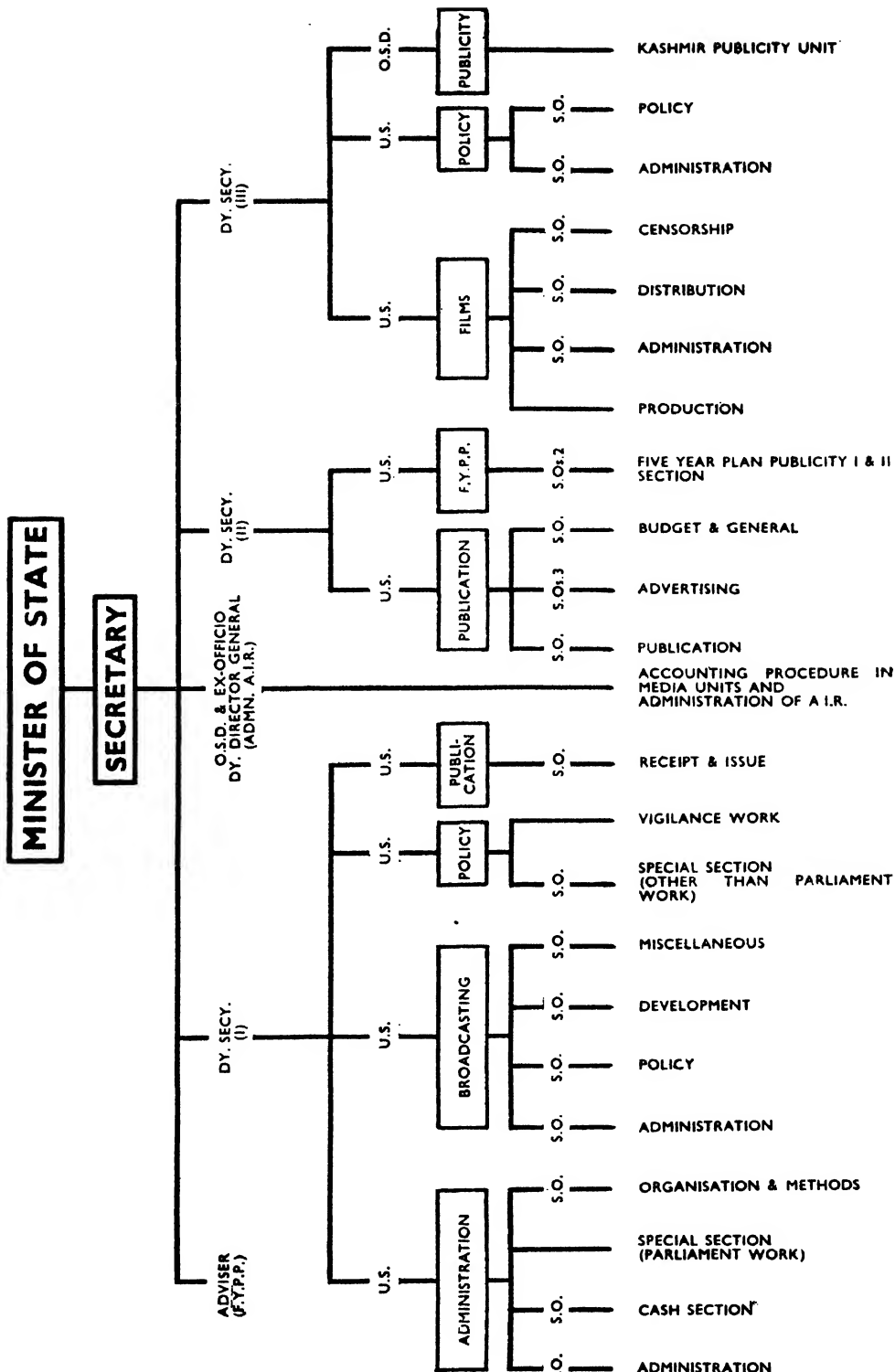
The important publications of the Ministry are as follows :

1. *Report of the Committee on Indigenous Systems of Medicine* (2 vol.)
2. *Report of the Committee Constituted for the Drafting of a Model Public Health Act, 1955*
3. *Annual Administrative Report of the Ministry*
4. *Annual Report of the Director-General of Health Services*

Besides, a number of casual publications on a variety of matters like, *Yellow Fever, Port Health Act, Record of Practical Work*, etc., are published from time to time.

# MINISTRY OF INFORMATION & BROADCASTING

AS ON 15-6-57



## MINISTRY OF INFORMATION AND BROADCASTING

A DEPARTMENT of Information and Broadcasting (now called the Ministry of Information and Broadcasting) came into existence in October, 1941, when the information activities of the Government of India and the control over broadcasting, which till then were under the Home Department in the case of the former and the Department of Communications in the case of the latter, were separated from these two Departments and brought together under the newly created Department of Information and Broadcasting.

The earliest information activity of the Government of India was organised for press publicity and propaganda under a Central Bureau of Information (now called Press Information Bureau), which came into existence after the first World War under the administrative control of the Home Department. Besides other work, the Bureau was made responsible for compiling the yearly "Moral and Material Progress of India" for presentation to the British Parliament as required by the Act of 1858. In June, 1923, the Bureau was placed on a permanent footing and steps were taken to bring under it the information activities of the

different departments. Next, immediately after the outbreak of World War II, a Director of General Information was appointed to control and co-ordinate war publicity plans through the available media. In the interests of efficiency and economy, the centralisation of publicity was extended when, in October, 1941, the Department of Information and Broadcasting was created and various publicity agencies still functioning under the control of other departments were brought under its unified control. However, a Directorate of Public Relations continued to operate under the control of the General Headquarters. The activities of the Department having increased, new units, for example, the Chief Press Adviser's Office, the Foreign Publicity Office (now called the Publications Division), the Information Films of India, etc. were added from time to time. But in June, 1948, the External Publicity Unit was transferred to the External Affairs Ministry along with its staff.

As for broadcasting, a regular broadcasting service in India began with an agreement (1926) between the Government of India and a private company called the Indian Broadcasting Company Limited. Before that date, there were only a number of amateur radio associations. After about three years, the Indian Broadcasting Company went into liquidation. However, the Government acquired the assets of the company and managed

---

*Minister for Information and Broadcasting* — Dr. B. V. Keshkar — since May 13, 1952; *Parliamentary Secretary* — G. Rajagopalan — since May 28, 1957; *Secretary* — R. K. Ramadhyani, I.C.S. — since June 4, 1957.

to run the stations at Bombay and Calcutta. Finally, in May, 1932, the Government of India decided to continue the Indian Broadcasting Service under its own management and placed it under the administrative control of the Department of Industries and Labour. In March, 1935, the broadcasting organisation was constituted into a separate Department under a Controller of Broadcasting to work under the Department of Industries and Labour. In June, 1936, "All India Radio" replaced the earlier designation of the Indian State Broadcasting Service. Soon, besides the increase in the number of broadcasting stations, new units like the Installation Department, the Research Department and the

News Services Division were created. In 1937, Broadcasting was transferred to the Department of Communications. Five years later, the new Department of Information and Broadcasting was created to centralise the entire publicity and information machinery within the Government of India. The Department of Information and Broadcasting was reconstituted as the Department of Information and Arts in February, 1946. But the name of the Department was again changed back to Department of Information and Broadcasting in September, 1946. On August 15, 1947, the Department became a Ministry under the charge of a Minister of State for Information and Broadcasting.

## II

## FUNCTIONS AND ORGANISATION

The Ministry of Information and Broadcasting is responsible at present for the following functions:

1. Government Publicity including publications (other than blue books) and advertisements;
2. Broadcasting;
3. Sanctioning of cinematograph films for exhibition;
4. Production and distribution of documentary films and newsreels; and
5. Registration and Statistics of Newspapers.

The Ministry of Information and Broadcasting consists of a Secretariat, four Attached and four Subordinate Offices. The Ministry is headed by a Minister of State, who is assisted by a Parliamentary

Secretary in the discharge of his parliamentary functions.

## SECRETARIAT

The Secretariat Staff consists of:

Secretary	1
Adviser (Five Year Plan Publicity)	1
Deputy Secretaries	3
Officers on Special Duty	2
Under Secretaries	7
Section Officers	25

The Secretariat of the Ministry is organised into the following divisions:

1. Broadcasting
2. Publications, Advertising and Visual Publicity and Five Year Plan Publicity
3. Press and Films
4. Administration

III

ATTACHED OFFICES

A short description of the Attached Offices of the Ministry is given below :

1. *Directorate-General, All India Radio, New Delhi*

Broadcasting started in India in the year 1926, when the Government of India granted a licence to a private enterprise, the Indian Broadcasting Company Limited. The Bombay Station was opened on July 23, 1927, and the Calcutta Station on August 26, 1927. Due to financial difficulties, the Company went into liquidation on 1st March, 1930. Since then, the Government of India assumed the responsibility of broadcasting. On the basis of the total power of its transmitters and the extent and the variety of the services provided, the All India Radio claims to rank fourth in the broadcasting world, being preceded only by the broadcasting networks in the U.S.A., the U.K. and the U.S.S.R.

The network of broadcasting stations in India is known as the All India Radio. The whole organisation is controlled by a Director-General, who is assisted by several Deputy Directors-General, and a Chief Engineer. The executive functions are carried out by the stations situated all over the country and a number of other subordinate offices.

Practically all stations of the All India Radio provide special programmes for rural listeners in close co-operation with the State Governments and other nation-building departments of the Central Government. Special arrange-

ments are also made for school broadcasts, broadcasts for industrial workers and armed forces, as well as for broadcasts in the external services which are intended not only for Indian nationals living abroad but also for listeners in the countries with which India has close cultural and economic contacts.

(a) *Radio Stations*

There are, at present, 28 Broadcasting Stations in India under the control of the All India Radio. The total number of medium and short-wave transmitters is 31 and 19 respectively, some Stations having more than one transmitter. The Stations are grouped in four regions, viz., North, West, South and East and located as follows :

*North* — Delhi, Lucknow, Allahabad, Patna, Jullundur, Jaipur, Indore, Simla, Bhopal, Ranchi, Srinagar and Jammu.

*West* — Bombay, Nagpur, Ahmedabad, Dharwar, Poona and Rajkot.

*South* — Madras, Tiruchirapalli, Vijayawada, Trivandrum, Kozhikode, Hyderabad and Bangalore.

*East* — Calcutta, Cuttack and Gauhati.

Each Station functions under the supervision of a Station Director or an Assistant Station Director. In the major Stations, there are normally two Assistant Station Directors — one in charge of 'Programmes' and the other in charge of

'Administration'. The former is assisted by Programme Executives, Programme Supervisors, etc. The Engineering side at each Station is supervised by a Station Engineer or an Assistant Station Engineer who is assisted by other engineering staff. The programmes for each Station are drawn up independently and submitted to the Director-General for approval.

(b) *News Services Division*

This organisation, which is under the charge of a Director of News Services, came into existence in 1937. The News Services Division is responsible for all news bulletins in Indian and foreign languages. In all, the News Services Division puts out 76 daily news bulletins in 28 Indian and foreign languages.

The News Services Division gets its news from the recognised press agencies such as the Press Trust of India and the United Press of India. It also gets news from the Press Information Bureau and occasionally it sends out its own correspondents to cover events of special importance. Thus, the News Services of the All India Radio are fed from different sources as in the case of newspapers and the news items collected are scrutinised and edited before being put into the news bulletins.

(c) *External Services Division*

The External Services of the All India Radio assumed greater importance after independence. As a result, the single organisation, viz., the Central News Organisation, which was dealing both with News and the External Services, was split up in 1948 into two organisations, viz., the News Services Division and the

External Services Division. All activities connected with the broadcast of news were taken over by the News Services Division while all programmes directed to listeners abroad, in Indian and foreign languages, became the responsibility of the External Services Division. This Division broadcasts for over 22 hours per day in 15 languages. The Director of External Services is the head of this Division and is assisted by several Deputy Directors and other staff.

(d) *Monitoring Services Division, Simla*

The Monitoring Service was started at Delhi in November, 1939, during the war, under the General Staff Branch, General Headquarters, India, with a view to aid the preparation of counter-propaganda during the period of the War. In February, 1940, this Unit was shifted to Simla. In 1941, this Unit was transferred to the Department of Information and Broadcasting and since May, 1946, it has been under the direct control of the Director-General, All India Radio. Monitoring is the process of listening to what broadcasts from other nations say on national and international affairs and taking note of them. The Monitoring Service also circulates daily and weekly news reports to the Union and the State Governments and also to the diplomatic missions abroad. At present, the Monitoring Service covers about 600 broadcasts per day from 24 Radio Stations in eleven languages.

The reports of broadcasts collected by the Monitoring Services are supplied to A.I.R. and to any other Government Departments to which they would be of use or interest.

(e) *Office of the Research Engineer, New Delhi*

The Research Department was established in April, 1936, primarily for the purpose of investigating into problems which arise in the day-to-day operation of the broadcasting system. The Head of the Department is the Research Engineer. The data collected by the Department in the sphere of ionospheric research have received international recognition.

(f) *Office of the Engineer-in-charge, High Power Transmitter, New Delhi*

This Office is responsible for the efficient operation of the High Power Transmitters, beam serials system, switching and power supply gear, etc.

(g) *Office of the Maintenance Engineer, New Delhi*

The Head of this Department is the Maintenance Engineer, who is responsible for the overall upkeep of the broadcasting stations all over the country in regard to their technical maintenance and problems thereof.

(h) *Staff Training School, New Delhi*

There is a staff training school attached to All India Radio, New Delhi, for the programme staff to give them a comprehensive idea of the work of various branches of All India Radio; facilities also exist for the training of apprentices for engineering work. It is proposed to extend the scope of the activity of the School to reach outsiders who contribute regularly to the All India Radio's programmes. The School maintains a library of selected books on different aspects of broadcasting. The School is under the charge of a Director.

(i) *Project Circles*

There are three Project Circles, viz., the Western Project Circle, the Eastern Project Circle and the Central Project Circle with their headquarters at Bombay, Calcutta and New Delhi respectively. The Officer-in-charge of each circle is known as the Project Officer. The Project Circles are responsible for the execution of projects (relating to the setting up of new transmitters and the strengthening of existing transmitters) according to the schedules of the development plan of the All India Radio.

2. *Press Information Bureau*

The primary function of the Press Information Bureau is to inform the public through the Press about Government activities and policies and keep the Government in touch with the main trends of public opinion, as reflected in the Press, on such activities and policies.

The Press Information Bureau is functioning for over 37 years. It operates as a link between the Government and the public through the Press. It is the principal organisation for the supply of an information service to the various Ministries of the Central Government. Its officers are attached to the different Ministries and Departments of the Central Government and there are also offices of the Bureau located in important cities like Bombay, Calcutta, and Madras. In addition, there are also Information Officers of the Bureau located at certain other State Capitals. The Ministries and Departments of the Central Government carry out all their publicity work with the assistance of their attached Information Officers and the Bureau. The Ministry of

External Affairs has a separate organisation for the control of its publicity offices located overseas but the publicity material for external publicity is, however, mostly obtained through the Press Information Bureau.

The Press Information Bureau also collects materials of interest to the Central Government or State Governments through its Information Offices located in various places outside headquarters. The material collected by the Press Information Bureau is circulated to the Ministries and Departments concerned. Newspaper cuttings and special reports on items appearing in provincial papers and foreign papers, together with appropriate summaries of editorials and special features, are also supplied by the Press Information Bureau. The Bureau also undertakes the writing of special feature articles which provide information regarding projects, schemes, or any new policy.

The Bureau's services are made available to newspapers in English and 12 Indian languages, viz., Hindi, Urdu, Tamil, Telugu, Bengali, Marathi, Gujarati, Punjabi, Oriya, Malayalam, Kannada and Assamese. The number of newspapers and periodicals on the Bureau's mailing list is over 4,000. Besides issuing feature articles, background material, news photographs, photo features, news-letters etc., eboid blocks are supplied to smaller newspapers and journals who lack the resources to have block-making facilities of their own.

Press correspondents are accredited to the Government of India headquarters on the recommendations of the Central Press Accreditation Committee, consisting of an equal number of representatives of

the All-India Newspaper Editors' Conference and the Indian Federation of Working Journalists.

In the Bureau's services for official information, comments and reports of interest appearing in newspapers in English and 12 Indian languages are brought to the notice of the Ministries from day to day, depending on their importance and urgency.

The Principal Information Officer is the Head of the Press Information Bureau, who is assisted by Deputy Principal Information Officers, Information Officers and Assistant Information Officers. There are Branch Offices of the Bureau at Calcutta, Bombay, Madras, Bangalore, Ernakulam, Lucknow, Jullundur, Srinagar, Gauhati, and Cuttack. They are linked with headquarters by teleprinter lines to enable the simultaneous release of important announcements throughout the country. It is proposed to set up small distribution offices of the Press Information Bureau at important newspaper centres like Patna, Banaras, Allahabad, Nagpur, Ahmedabad, etc.

Press Liaison Services are provided by the Bureau to foreign delegations and the parties of foreign dignitaries who visit India.

### 3. *Directorate of Advertising and Visual Publicity*

The Advertising Branch of the Ministry of Information and Broadcasting was formerly located at Simla and in April, 1954, it was shifted to Delhi. This Branch has expanded its scope and functions as the Central Organisation for the Government of India's Visual Publicity and its functions include release of display

advertisements, release of classified advertisements, production and distribution of posters, broadsheets, folders, pamphlets, calendars, enamel boards, cinema slides, etc. In 1955, the Exhibition Wing of the Ministry of Information and Broadcasting was also added to this Office and it was made into a separate Office under the nomenclature 'Directorate of Advertising and Visual Publicity'.

This Directorate is also entrusted with the work of organising the sale of advertisement space in the publications brought out by the Ministry of Information and Broadcasting.

Most of the material required for tourist publicity is also supplied by this Directorate which also advises the Department concerned with tourism regarding the issue of advertisements in Indian and foreign newspapers.

#### 4. Publications Division

The Publications Division is responsible for the production, distribution and sale of popular pamphlets, books, journals, albums, etc., which provide the general public at home and abroad with reliable information about the people and their culture, the activities of the Government, places of tourist interest and the progress of the various development programmes in the country. This publicity is undertaken in English, Hindi and the regional languages. Apart from functioning generally as the publisher for Government, the Division also advises the Ministries and Departments of the Government on the preparation and production of publicity literature.

This Division has its office in Delhi and is under the charge of a Director.

He is assisted by two Deputy Directors and other staff. The Division has also a photographic section to provide pictorial material for the publications.

The Division publishes the following magazines:

1. *March of India* (English) — An English monthly designed mainly for external publicity.
2. *Kashmir* (English) — An English monthly devoted to Kashmir.
3. *Ajkal* (Hindi) — A monthly literary and cultural magazine.
4. *Ajkal* (Urdu).
5. *Bal Bharati* (Hindi) — A monthly magazine in Hindi for children.
6. *Kurukshetra* (English) — A monthly journal of the Ministry of Community Development dealing with problems affecting community development.
7. *Kurukshetra* (Hindi).
8. *Gram Sevak* (English) — A monthly journal published on behalf of the Ministry of Community Development — it imparts information and provides background material for village level workers.
9. *Gram Sevak* (Hindi).
10. *Bhagirath* (English) — A monthly magazine brought out on behalf of the Central Water and Power Commission — dealing with irrigation and Power Projects.
11. *Social Welfare* (English) — The official monthly organ of the Central Social Welfare Board which deals with problems of social welfare in India.
12. *Samaj Kalyan* (Hindi).
13. *A.I.R. Selections* (English) — A quarterly in English. It features important talks broadcast from the various A.I.R. Stations.

14. *Prasarika* (Hindi) — A quarterly journal in Hindi composed of important talks broadcast from A.I.R.
15. *Yojana* (English) — A fortnightly journal, the main purpose of which is to carry to the people the message of the Five Year Plan.
16. *Yojana* (Hindi).
17. *Traveller in India* — A monthly — This is a journal brought out on behalf of the Tourist Division of the Ministry of Transport and Communications for distribution abroad in the interest of tourist publicity.

## IV

## SUBORDINATE OFFICES

Some of the Subordinate Offices of the Ministry are :

1. *Films Division, Bombay*

Cinematographic films are an extremely important medium of publicity. Particularly in India where there is a very large adult population which is illiterate, the film is excellently suited to be the medium of visual education. It is the medium through which education on many subjects of importance in nation-building can best be imparted to any audience young or old. It is the only effective means by which large audiences can be taught scientific methods of cultivation, hygiene, or various social activities. It is also eminently suited to provide an idea of the different parts of the country which it would not be practicable for most people to visit and is thus instrumental in making people acquainted with events as well as other characteristics of different parts of the country.

This Division is responsible for Government publicity through the medium of films. It produces short documentary films, cartoon films, instructional films and newsreels and also arranges for their distribution in India and abroad. The

Division is located at Bombay and is directly responsible to the Ministry.

The Chief Producer (Documentaries) is the technical head, while the Controller of Administration is the administrative head of the Division. The Division is divided into four main departments as under :

- (i) Production,
- (ii) Distribution,
- (iii) Publicity, and
- (iv) Administration.

(i) *Production Department* This Department is under the charge of the Chief Producer (Doc.) who is assisted by a Deputy Chief Producer and an Assistant Chief Producer. It is responsible for the production of newsreels. It has two sections, namely, Documentary Section and Newsreel Section.

*Documentary Section* This is concerned mainly with the production of documentaries. Each year a programme of documentaries to be produced is drawn up and subjects are then allocated to the various Directors. The synopses for the documentaries are generally obtained from the sponsoring authorities and the Directors then prepare detailed scripts. The production is guided by the Chief

Producer (Doc.) and Deputy Chief Producer.

*Newsreel Section* This Section is under the supervision of an Assistant Chief Producer under whom there are 12 Cameramen stationed at the various cities in India. The Newsreel Cameramen, under direction from the Head Office and on their own initiative, cover news events of importance throughout the country. The material received from them is compiled in the form of a newsreel and released each week. In addition, foreign news coverage is obtained through exchange arrangements with newsreel producers in various countries.

(ii) *Distribution Department* This Department is concerned with the commercial and non-commercial distribution of documentaries and the newsreels produced by the Films Division. There is a Head Office at Bombay and six Branch Offices under it at Bombay, Madras, Calcutta, Lucknow, Nagpur, and Vijayawada. Non-commercial distribution is undertaken through the Branch Offices as well as through the Mobile Vans and the State Governments, Development Commissioners, Field Publicity Officers, etc.

(iii) *Publicity Department* It is mainly concerned with arranging publicity for the documentaries and newsreels produced by the Films Division.

(iv) *Administration Department* The Administration Department functions under the Administrative Officer and looks after the administrative needs of the entire organisation.

To ensure co-ordination between Production, Distribution and Administration Departments, a Controller of Adminis-

tration has been appointed. His direct charge is the Administration and Distribution Departments. In matters of Production, he has of necessity to depend on the Production Chief and gear up administration in a manner which does not impede production. He is also responsible for the publicity department.

## 2. *Central Board of Film Censors*

The Central Board of Film Censors was originally constituted in January, 1951, as a single censoring authority for certification of films for the whole of India. Its headquarters are at Bombay which is the chief centre for the production of Indian films and importing of foreign films. The Board has three Regional Offices, viz., at Bombay, Calcutta and Madras.

The Board is constituted under Section 3 of the Cinematograph Act, 1952. It consists of a Chairman who is an official member and six non-official members who are appointed by the Government of India. The Chairman of the Board is Shri M. D. Bhat and the other six members are Shrimati Indumathi Chimanlal, Prof. R. D. Sinha Dinkar, Shri M. Satyanarayana, Shri Karl J. Khandalawala, Shri N. K. Sidhanta and Shri V. Shantaram.

The day-to-day work of the examination of films for certification is carried out by the Regional Officers of the Board with the help of the members of the Advisory Panels attached to each of the three regional offices. The Advisory Panel at Bombay consists of 21 non-official resident members, out of whom 11 are ladies. The Calcutta Advisory Panel consists of 19 non-official resident members of whom

6 are ladies, and the Madras Panel consists of 27 non-official resident members, out of whom 8 are ladies. There are 16 non-official Advisory Panel members who are formally attached either to Bombay, Calcutta or Madras Panels but are residents of Delhi and are available when a picture is referred to a Special Revising Committee at Delhi. The Advisory Panel members are prominent people drawn from various walks of public life and include social welfare workers, educationists, journalists, authors, lawyers and linguists — mature people with a wide range of experience and knowledge.

All feature films are examined by the Examining Committee consisting of the Regional Officer or the Assistant Regional Officer and four members of the Advisory Panel. In the case of a newsreel documentary short, cartoon or in the case of a film predominantly educational, the Examining Committee consists of the Regional or the Assistant Regional Officer and a member of the Advisory Panel.

Films are granted clear 'U' certificates (i.e. certificate for unrestricted public exhibition) or clear 'A' certificates (i.e. certificate for public exhibition restricted to adults only) or 'U' or 'A' certificates subject to deletions or refused certification by the Chairman on behalf of the Board on the recommendation of the Examining Committees.

If the producer or importer of a film is not satisfied with the decision of the Board based on the recommendation of the Examining Committee, he can apply for a Revising Committee which ordinarily consists of the Chairman and all the resident members of the Advisory

Panel of the Centre where the application for certification was received, except those who were on the Examining Committee which earlier viewed the film. The decision of the Revising Committee shall be that of the majority of the members attending the examination of the film, the Chairman having a second or casting vote in the event of a tie. If the applicant is still dissatisfied with the decision of the Board based on the findings of the Revising Committee, he has a right to prefer an appeal to the Government of India within thirty days of the communication of the Board's decision to him.

The certificate issued by the Board is valid for a period of five years from the date of issue.

The work of the Board is carried on according to the Cinematograph (Censorship) Rules, 1951, issued by the Central Government and Examining Committees are guided by a detailed directive issued by the Board for arriving at a decision as to whether a film is or is not suitable for unrestricted public exhibition or for public exhibition restricted to adults only. The directive contains, inter alia, express provisions in regard to the depiction of crime, vice, immorality, indecency, incitement to disorder, violence or breach of law and disrespect of a foreign country or people. Refusal of, or restriction of, certificates and deletion of objectionable portions from a film are done according to the provisions of the directive, and opportunity is given, if desired, to the producer or importer of the picture to put forth his point of view before the Committee which examined the film.

Films are examined on their merits and the Board is not concerned with the political, religious or other attitudes of the people who produce them. It endeavours to apply the principles embodied in the directive equally to all films presented to it for certification irrespective of the country in which they are produced. The Board has no bias for or against any country or its people.

The Board in judging films works within the limits of the directive and interprets it reasonably and with common sense and in accord with the generally accepted standards of decency and morality in the country.

Gangster films in which crime, shooting and general violence are displayed in a most realistic fashion are as a rule not certified by the Board for public exhibition even though the crime is shown as liable to punishment; as also films which are likely to wound the susceptibilities of the people of another country.

### 3. *Research and Reference Division*

The main functions of this Division are (i) to undertake basic research on matters of publicity, (ii) to produce guidance and background notes on current and other topics, (iii) to build up a compendium of knowledge on important subjects, and (iv) to prepare publicity material for the use of various Media Units. One of the regular assignments of the Division is the compilation of a standard and authoritative work of reference on India called *INDIA — A Reference Annual*. This was started in 1953, and the scope of the edition has since been enlarged considerably by adding new chapters on History, Economics, Land Reforms, Culture, etc.

The Division also provides a feature called "Background to the News", a bi-weekly service which gives background notes to selected news items of topical interest. The service which is primarily intended for the use of the Media Units of the Ministry is now being supplied to the Missions abroad.

Another important function of this Division is the preparation and maintenance of a comprehensive index of news items, with special reference to happenings in India and India's activities abroad. Ever since its inception, the major task of this Division has been to build up an adequate Reference Library of its own. So far, it has acquired about 6,000 volumes on different topics of current interest.

### 4. *Registrar of Newspapers for India*

With a view to enable the Government to maintain statistics of the newspapers in the country, with specific reference to periodicity of their publication, price and ownership etc., the Press and Registration of Books Act, 1867, was amended empowering the Government to set up an organisation for this purpose. The amended Act was enforced from 1st July, 1956. A Registrar of Newspapers for India has been appointed from 1st July, 1956 and his 1st Annual Report was brought out in 1957. According to the Report, there are at present 6,570 newspapers in India, including periodicals.

### 5. *Five Year Plan Publicity*

Publicity is particularly necessary for the projects of the Five Year Plan because success of the Plan depends to a large extent on the understanding and

co-operation in its implementation shown by the people. By virtue of its size and its enormous scope, it is necessary that an appreciable effort by all sections of the nation, whether in the urban areas or in the rural areas, whether by the agricultural classes or by the industrial and professional classes, is forthcoming. Unless adequate co-operation and effort is forthcoming the success of the Plan is uncertain and hence the need for special publicity for the Plan and its objectives. A special allocation of funds, has, therefore, been made in the Plan itself for the purpose and funds are provided from year to year in the annual budget.

Plan publicity is carried out through all the media of publicity at the disposal of the Ministry of Information and Broadcasting. In addition, it has been found necessary to build up and utilise a special field organisation equipped with mobile vans which enable the transport of personnel and equipment consisting of cinematograph projectors, films and other items of visual publicity such as models, posters, booklets.

The field organisation consists of a number of units headed by Field Publicity Officers and stationed at various places. At present there are about 49 units including two boat units and this number is being shortly increased to 67. There are also seven exhibition units which organise exhibitions at various places.

The field units are supervised by Regional Officers located at various State capitals.

A Song and Drama Division has also been constituted in order to carry out Plan Publicity through the medium of Song and Drama. This Central Organisation is attached to the All India Radio for administrative purposes. Contracts are entered into with troupes of performers and the plays produced by them are on the basis of special scripts. The Song and Drama Units maintain close contact with the Field Publicity Units.

This Division functions directly under the Ministry of Information and Broadcasting.

## ADVISORY BODIES

### 1. *Film Advisory Board, Bombay*

The Film Advisory Board is entrusted with the responsibility of approving films, which may be regarded as scientific films, films intended for educational purposes, films dealing with news and current events or documentary films, in accordance with the directions issued by the Central Government and the various State Governments for the exhibition of "Approved" films.

This Board consists of a Chairman, a Secretary and seven Members.

It is a non-statutory body. Some of its members are from the private film industry. Films approved by the Film Advisory Board are, under the conditions of licence of exhibitors, to be included in every performance but the length of such films is limited to a maximum of 2,000 feet. The Films Division supplies the approved films to the exhibitors.

## 2. *Programme Advisory Committees Attached to the Stations of All India Radio*

These Committees review the programmes broadcast and discuss the programme plans for the ensuing period. They give suggestions for the improvement of programmes and advise on such other matters concerning the planning and presentation of programmes as are referred to them.

The Committees for single Stations are composed of not more than 10 members and those for two joint Stations, of not more than 16 non-official members of the region concerned and selected by the Union Minister for Information and Broadcasting from persons known for their eminence and specialised knowledge and experience in the various fields of culture.

## 3. *Rural Advisory Committees Attached to Stations of All India Radio*

The functions of the Committees are to review the rural programmes broadcast by Stations of All India Radio and to advise them on the planning of rural broadcasts for the future.

These Committees are composed of not more than 4 and not less than 3 non-official members from the region concerned and are selected by the Union Minister for Information and Broadcasting from persons known for their interest in rural welfare and intimate knowledge of villagers' problems and interests.

## 4. *Central Programme Advisory Committee*

The Central Programme Advisory Committee considers the general policy and composition of the programmes of the

All India Radio in the "Home Services". It recommends the general policy to be followed regarding programmes or suggests modifications wherever considered necessary in the existing programme structure.

The Committee is composed of not more than 20 members, nominated by the Minister for Information and Broadcasting. The members are chosen from among eminent scholars, connoisseurs of music etc., who have shown great interest in broadcast programmes and are in touch with public opinion.

## 5. *Central Advisory Board for Music*

The Board considers the general composition of music programmes, both in the "Home" and "External" services, discusses, if necessary, the various aspects of music programmes, and lays down in general terms the music policy that should be followed by the All India Radio.

The Central Advisory Board for Music is composed of not more than 20 members, nominated by the Union Minister for Information and Broadcasting. The members are chosen from among noted musicologists and connoisseurs of music.

## 6. *Industrial Programme Advisory Committees attached to Stations of All India Radio*

The functions of the Committee are to advise the Station Directors concerned on programme construction in so far as it relates to industrial programmes of the Stations, and to keep them in touch with industrial programme listeners' reactions and public opinion generally.

Each Committee is composed of not more than 5 and not less than 4

non-official members, selected by the Union Minister for Information and Broadcasting for their knowledge and experience of the problems and interests of industrial workers.

7. *Troops Programme Advisory Committees attached to Delhi and Jammu and Srinagar Stations of All India Radio*

The functions of the Committees are to advise the Station Directors concerned on the planning of programmes intended for the benefit of the armed forces and to keep them in touch with the listeners' reactions.

Each Committee is composed of not more than 9 and not less than 5 members, selected by the Union Minister for Information and Broadcasting from amongst persons who are conversant with matters relating to the entertainment of troops.

8. In addition to the Advisory Committees mentioned above, the All India Radio Stations are assisted by the following Committees:

- (i) Consultative Panels for Educational Programmes consisting of officials of Education Departments of the State Governments concerned, prominent educationists of the region and A.I.R. officials concerned with the production of educational programmes. The Committees advise the Stations concerned in regard to the planning of educational broadcasts.
- (ii) Local Audition Committees consisting of musicians and

- connoisseurs of music to conduct preliminary auditions of all classical and light music artistes.
- (iii) Northern and Southern Panels of the Music Audition Board for auditioning and grading artistes sent up by the Local Audition Committees after preliminary screening. The panels consist of outstanding senior musicians and connoisseurs held in great regard throughout the country.
- (iv) Consultative Panels for group music to advise on programmes of choral music, orchestra, etc.
- (v) Ad hoc Screening Committees for the purpose of:
  - Selection of News Readers and Announcers
  - Screening of Film Music Records
  - Selection of Producers, Assistant Producers, Staff Artistes

TOTAL STRENGTH OF STAFF  
AS ON 1-12-1957

Secretariat	336
Attached Offices	2,489
Subordinate Offices	5,437
Total	8,262

Some of the important publications of the Ministry are as follows:

1. *People and the Plan*
2. *Information and Community Centres — A Manual*
3. *Your Village and the Plan*
4. *Annual Report of the Ministry*

## MINISTRY OF WORKS, HOUSING AND SUPPLY

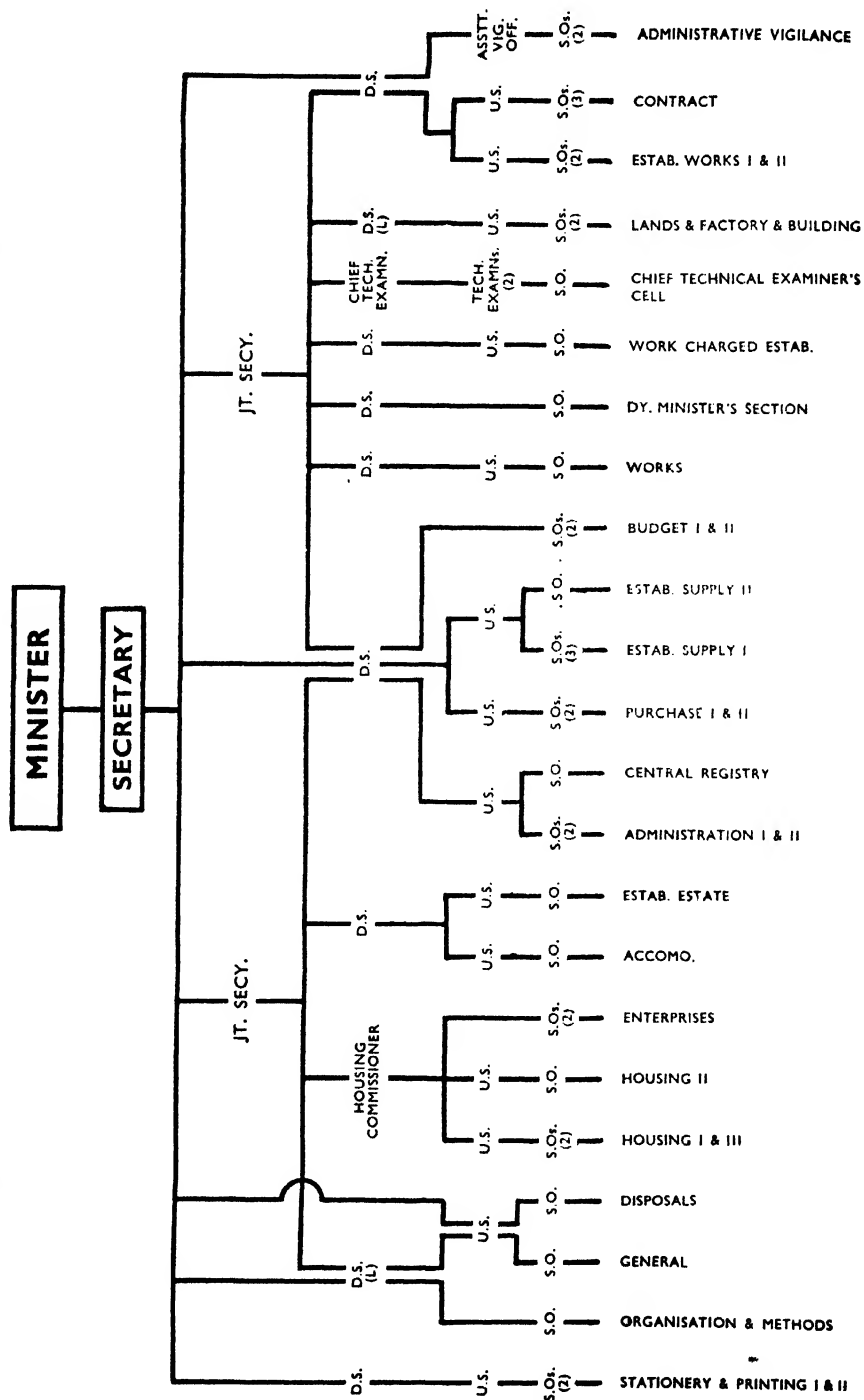
THE FIRST attempt to control public works in a systematic way may be traced to the creation under the East India Company of the Board of Ordnance in 1775, and of its successor, the Military Board, in 1786. Prior to these, the Public Branch of the Home Department under the East India Company was mainly responsible for the administration of public works. From 1850, business connected with civil works was again conducted in that Branch. In February, 1855, a separate Department of Public Works was created to look after the civil and military buildings, irrigation, communications and railway matters. After the transfer of power from the East India Company to the British Crown, matters pertaining to the military works were separated from the Public Works Department between 1863-66, when a Royal Engineers Officer was posted on special duty in connection with the accommodation of troops. Later, an Inspector-General of Military Works was put in charge of the military works business of the Department. In 1866, to cope up with the daily increase of business, the Secretariat staff of the Public Works Department was

strengthened and three branches were constituted, each with an Under or Assistant Secretary in charge, viz., the Military Works Branch, the Civil Works Branch (including irrigation) and the Railways Branch. A year later (1867), owing to the impetus given to the spread of irrigation and the intention to develop such works from loans, an Inspector-General of Irrigation was appointed. He had a corresponding rank to that of the Inspector-General of Military Works. The functions of this officer were subsequently merged in those of the Secretary to the Government of India in the Irrigation and Buildings and Roads Branch of the Public Works Department, but the post of Inspector-General of Irrigation was revived and filled up in 1905. In 1870, the development and the increase of railway work led to the appointment of a Deputy Secretary for each of the three branches as referred to above. At the same time, the Public Works Accounts Department was recognised as a branch of the Public Works Department and the Accountant-General of the Department became the fourth Deputy Secretary.

From 1863-72, the separation of military works from civil works made rapid progress. In 1882, this separation was emphasised in connection with the Bengal army being handed over to the Military Department, together with the Military Works Branch of the Public

*Minister for Works, Housing and Supply* — K. C. Reddy — since April 17, 1957; *Deputy Minister for Works, Housing and Supply* — Anil Kumar Chanda — since May 1, 1957; *Secretary* — M. R. Sachdeva, I.C.S. — since April 22, 1954.

AS ON 29-1-58



Works Department. In 1890, the same system of separation of military works from civil works was extended to the Madras and Bombay Presidencies, to Burma, and to certain other military stations. The Military Works Branch since 1870, had been gradually and increasingly militarised as regards its constitution. It was placed purely on a military basis and became part and parcel of the army organisation in 1899. Thus, the Public Works Department, which, as the successor of the Military Board, was in its inception mainly military became a purely civil organisation, dealing with only a small number of military cantonments in outlying localities. At the same time, the military organisation controlled almost all military buildings.

Until 1905, the Public Works Department dealt with the subjects of Communications and Railways when the new Department of Commerce and Industry took over these and some other functions from the Public Works Department. It retained only irrigation, roads, bridges and miscellaneous public works. In 1922, on the recommendations of the Inchcape Committee, the Public Works Department was merged with the Department of Industries (which was formed in 1921, by the division of the Department of Commerce and Industry) to form a new Department of Industries and Labour.

In 1937, the latter was bifurcated into the Department of Labour and the Department of Communications. Gradually, the activities of the Department of Labour became so heavy that on the recommendations of the Secretariat Reorganisation Committee, it was again bifurcated in April, 1946, into two Departments, viz., the Department of Works, Mines and Power, and the Department of Labour. The former dealt with all matters relating to public works, stationery and printing, boilers, explosives, survey and electricity.

On August 15, 1947, the designation of the Department of Works, Mines and Power was changed to a Ministry under the charge of a Cabinet Minister. In 1951, the subjects, 'Mines and Power', were transferred to the late Ministry of Natural Resources and Scientific Research, and at the same time, it took over the subjects 'Production' and 'Supply' from the late Ministry of Industries and Supply. The Ministry was again renamed as the Ministry of Works, Production and Supply. But this arrangement lasted only for a short period, and in May, 1952, the Ministry of Works, Production and Supply was bifurcated into two Ministries, viz., the Ministry of Production and the Ministry of Works, Housing and Supply. ('Housing' was added as a new and separate charge.)

## II

### FUNCTIONS AND ORGANISATION

At present, the Ministry is responsible for the following functions:

- (a) Public Works
- (b) Housing

- (c) Accommodation
- (d) Purchase and disposal of Government stores
- (e) Printing and Stationery

## (f) Explosives and Boilers

(a) *Public Works* One of the main responsibilities of the Ministry of Works, Housing and Supply relates to the execution of all civil works of the Government of India and the centrally administered areas. The Central Public Works Department, which is the executive organisation of the Ministry for the purpose, also looks after the maintenance of these works, including aerodromes. In 1955, the engineering works in the North-East Frontier Agency were also taken over by the Central Public Works Department.

(b) *Housing* The Housing Division came into existence in May, 1952, as a result of Government's decision to establish a separate portfolio of Housing. This Division is responsible for the formulation and administration of the housing policy and programmes of the Government of India.

From time to time, Committees have been appointed or opinion sought from experts to improve the existing deplorable standard of housing in India. One of the main aims of the housing policy of Government is to reduce the building costs so as to bring reasonable housing accommodation within the means of large masses of people, particularly in the low income groups. As a first step towards an integrated national approach to all aspects of housing, the Government has set up a National Buildings Organisation, and one of the main functions of this Organisation is to collect and analyse information and data on the latest technological advances within the country and abroad with a view to advancing the best use of national resources, man-power, and technical know-

ledge for house-building purposes in the public as well as the private sector.

The Report of the Environmental Hygiene Committee, 1949, pointed out serious deterioration in living conditions in urban and rural areas during the previous eight years. The Government of India is paying due attention to this problem and to the problem of slum clearance. The various housing schemes so far formulated to assuage the housing shortage in the country are:

- (i) Subsidised Housing Scheme for Industrial Workers
- (ii) Low Income Group Housing Scheme
- (iii) Slum-clearance Scheme
- (iv) Plantation Labour Housing Scheme
- (v) Village Housing Projects Scheme

To improve the conditions in the sphere of rural housing, the method of 'aided self-help' has been followed. A 'Rural Cell' has been set up in this Ministry to prepare plans of model houses for different parts of rural India.

(c) *Accommodation* This is looked after by the Estate Office, which was, prior to the war, under the control of the C.P.W. D. With the increase in the volume and importance of work, and in view of the difficulties arising out of the acute shortage of accommodation, the Estate Office was separated from the C.P.W.D. and brought directly under the control of the Ministry in 1944.

(d) *Purchase and Disposal of Government Stores* The Ministry provides organised facilities for large-scale procurement and supply of stores of indigenous and foreign manufacture to the Central Government Departments and also for proper disposal

(or utilization) of their surpluses. The Directorate-General of Supplies and Disposals, is the executive agency for this work and has its own special arrangements for testing samples and inspecting stores before supply. Stores of foreign manufacture, e.g., specialised stores and stores which are not obtainable through agents of foreign manufacturers in India, are procured through the two overseas organisations, viz., the Directorate-General, India Store Department, U.K. and the India Supply Mission in the U.S.A.

(e) *Printing and Stationery* Execution of the printing work of the Government of India and the supply of stationery stores (including office equipment) to all Central Government offices located in India and in certain places abroad, as well as to certain State Governments, is arranged by this Ministry, through the agency of the Printing and Stationery Department, which is also responsible for the storage, distribution and sale of Government of India publications, as well as standard forms.

(f) *Explosives and Boilers* Administration of the Indian Explosives Act, 1884, and various rules framed thereunder, is one of the responsibilities of this Ministry discharged through the Chief Inspector of Explosives. Inspection of ports, explosives, magazines, oil installations and storage premises licensed under the Explosives, Petroleum, Carbide of Calcium and the Cinematograph Film Rules is also undertaken by it.

The subject "Boilers" has been assigned to the concurrent field of legislation vide List III, Item No. 37 of the 7th Schedule of the Constitution of India.

The administration of the Indian Boilers Act, 1923 (V of 1923), and the Regulations framed thereunder is at present the responsibility of this Ministry. The Central Boilers Board, which is a statutory regulation-making body was constituted in 1937, under Section 27A of the Indian Boilers Act. The Regulations framed by the Board are designed to ensure that the standards to which manufacturers and others have to conform are generally uniform throughout India. The Board is concerned with the scrutiny of foreign standards and codes for possible incorporation in the Indian Boiler Regulations. The Board also appoints "Inspecting Authorities" in terms of the Indian Boiler Regulations, 1950, in various countries for the issue of certificates of inspection during construction of boilers to be imported into India. As an expert authoritative technical body, the Board also advises Government on all matters relating to the amendment of the Indian Boilers Act, 1923. The Board has recently recommended certain major amendments to the Act with special reference, among other things, to fuel economy. The Board has also recommended the re-organisation of the State Steam Boiler Departments.

The Ministry consists of a Secretariat, five Attached and six Subordinate Offices. Nearly all the Attached Offices under the Ministry are big organisations, and supervise and control a large number of Subordinate Offices.

The Ministry is headed by a Cabinet Minister, who is assisted by a Deputy Minister.

## III

## SECRETARIAT

The Secretariat staff consists of:

Secretary	1	Chief Technical Examiner	1
Joint Secretaries	2	Technical Examiners	2
Deputy Secretaries	8	Technical Adviser (Boilers)	1
Under Secretaries	13	Besides the Division dealing with the	
Officer on Special Duty	1	house-keeping functions, the work of the	
Section Officers	34	Secretariat is divided into the following	
A.V.O.	1	four Divisions:	
Housing Commissioner	1	1. Works Division	
Housing Adviser	1	2. Housing Division	
Deputy Housing Adviser	1	3. Supply Division	
		4. Printing and Stationery Division	

## IV

## ATTACHED OFFICES

The Attached Offices of the Ministry are:

1. *Office of the Chief Engineer, Central Public Works Department*

The Central Public Works Department is the executive organisation for public works. It looks after the maintenance of the Central Government buildings, aerodromes and roads and is responsible for the execution of all civil works of the Central Government and the centrally administered areas (excluding national highways—which are under the Department of Transport and multi-purpose river development projects—which are under the Ministry of Irrigation and Power).

The head of the Central Public Works Department is the Chief Engineer, who is at the helm of the Department. The Chief Engineer is assisted by four Additional Chief Engineers, who are respon-

sible for execution of works and their maintenance within their respective jurisdictions, viz., the Eastern Zone and the Western Zone. These Zones are further divided into various circles, each under the charge of a Superintending Engineer, each Circle is further subdivided into Divisions, each under the charge of an Executive Engineer. Each Division is also divided into various subdivisions, each under the charge of an Assistant Engineer. These Divisions are the executive units of the Department. There is also an Architectural Division for designing Government buildings. Further, there are two Planning Circles, responsible for standardisation of specifications, designs, rates, contract terms, etc. The Central Public Works Department has in all about 107 subordinate offices located in different parts of the country.

## 2. *Estate Office*

The Estate Office is responsible for allotment of office and residential accommodation, recovery of rent, requisitioning of private accommodation, etc. The Estate Office is headed by an Estate Officer, who is assisted by other staff. It has two subordinate offices, viz., the Estate Manager's Office, Bombay, and the Estate Manager's Office, Calcutta. The Estate Officer is authorised to submit cases direct to the Deputy Secretary in the Ministry in charge of Estate Office in respect of certain items and obtain his orders.

## 3. *Directorate-General of Supplies and Disposals*

The Directorate-General of Supplies and Disposals is the Central Purchase Organisation of the Government of India and buys the larger requirements of all Ministries/Departments of the Central Government. Its services are also utilised by the State Governments, Government Undertakings and Quasi-Government Organisations. The Organisation had its origin in the Indian Stores Department which was set up in January, 1922, and it has continued to function as the chief procurement agency and the main instrument to encourage industrial development in the country. This Organisation, along with the Directorate of Contracts, working separately under the Defence Departments, served to form a nucleus of a full-fledged Department of Supply created in the year 1939 to look after the heavy purchases of war requirements including indents from the U.K. Government and the Governments of other allied countries. During the war, two separate

units — D.G.M.P. at Calcutta and D.G.S. at New Delhi — functioned under the Department of Supply.

On termination of the war, the two aforesaid units were combined and merged into the D.G.I. & S. and in addition, as the disposals of surplus stores held by the Government of India presented an enormous task, a separate Directorate-General of Disposals was created to arrange disposal of such stores. The size of the staff employed on the Disposals work reflected the flow and ebb of the sales. By the end of 1951, when it was evident that the main task had been completed, the Directorate-General of Disposals as a separate entity was abolished and it was merged as a separate wing in the Directorate-General of Supplies and Disposals.

The scope and functions of the Directorate-General of Supplies and Disposals are:

- (a) to act as the central purchasing and inspection agency and also in an advisory capacity on all matters connected with the purchase of stores required by all Ministries of the Government of India and their attached and subordinate offices, State Governments, local bodies, quasi-public bodies, etc., as may desire to avail of its services;
- (b) to scrutinise indents before cross-mandating for purchase to D.G.I. S.D., London and I.S.M., Washington, with a view to ensuring attention to the encouragement of Indian industries and to prevent, as far as possible, purchases of stores from outside India, when goods of suitable quality are

- obtainable in accordance with the provisions of the Rules for the supply of articles required for the public services;
- (c) to inspect stores purchased directly by such Government Departments, quasi-public bodies and private parties in India as may desire to avail themselves of the facilities offered by the Department;
  - (d) to carry out laboratory tests, analysis, etc., on behalf of the authorities referred to in the preceding clause;
  - (e) to draw up for the approval of the Departments which effect purchases through this Department, specifications of the various classes of stores in demand and, if so desired, to advise and assist Departments which make their own purchases, in the preparation of specifications and standardisation of patterns;
  - (f) to arrange clearance of stores imported against orders of this Department and orders placed by State Governments, Corporations, etc., if called upon to do so. To arrange shipment of stores purchased by this Department; and
  - (g) to arrange disposal of surpluses declared by Central Government Departments (other than Railways) in accordance with the policy laid down by the Government of India.

The Organisation, which is headed by a Director-General, assisted by other staff, is divided into six wings, viz :

- (i) Supplies Wing
- (ii) Inspection Wing

- (iii) Progress Wing
- (iv) Disposals Wing
- (v) Administration Wing
- (vi) Co-ordination and Statistics Wing

The detailed set-up of the different wings is as under :

#### (i) *Supplies Wing*

The headquarters organisation consists of five Purchase Directorates, each under a Director of Supplies, viz :

- (a) Engineering Stores Directorate
- (b) Railway Stores Directorate
- (c) Textile, Leather and Vehicles Directorate
- (d) Miscellaneous Stores Directorate
- (e) Works Programme Directorate

The Regional Supply Organisation consists of:

- (i) Directorate at Calcutta under a Director of Supplies and Disposals.
- (ii) Directorate at Bombay under a Director of Supplies and Disposals.
- (iii) Directorate at Bombay under a Director designated as Director of Supplies (Textiles).
- (iv) Directorate at Madras under a Director of Supplies and Disposals.

The heads of Regional Offices at these places look after supplies and disposals as well as shipping and clearance work arising in their areas. They are directly responsible to the Deputy Director-General (Supplies) or the Deputy Director-General (Supplies and Disposals) as the case may be.

(ii) *Inspection Wing*

At headquarters, the Inspection Wing consists of:

- (a) Inspection Section
- (b) Specification Section
- (c) Drawing Office
- (d) Sample Room

The Regional Inspection Organisation consists of Inspection Circles located at various important industrial areas, each in the charge of a senior Technical Officer of the Inspection Wing directly responsible to the Deputy Director-General (Inspection) at headquarters.

(iii) *Progress Wing*

This Wing is responsible for ensuring that supplies are completed within the periods specified in the contract, and to bring to the notice of the Supplies Wing all cases of delay, with their recommendations regarding prospect of supplies if delivery is extended, and after that any hold-up in supplies. It maintains close and constant touch with all the authorities, particularly of the Supplies and Inspection Wings, the indenter and the supplier so as to ensure a steady flow of supply within the delivery periods required by the indenter.

(iv) *Disposals Wing*

The headquarters organisation consists of two Commodity Directorates under a Director. The work in the regions is looked after by the Directorates at Calcutta, Bombay and Madras along with the supplies work.

(v) *Administration Wing*

This Wing is under the charge of a Director of Administration and deals

with all matters relating to administration and personnel. The wing also handles all questions relating to Budget and Appropriation Accounts. The O. & M. and Vigilance Officer is also in this wing.

(vi) *Co-ordination and Statistics Wing*

This wing is under the charge of a Director (Co-ordination and Statistics) and has to deal with the following:

- (a) Purchase procedure and policy;
- (b) Disposal procedure and policy;
- (c) Registration and performance of suppliers;
- (d) Statistics;
- (e) Promotion of Government purchase from cottage industries;
- (f) Import and shipping;
- (g) Sales tax; and
- (h) Co-ordination of litigation work.

The Import and Shipping Section under a Deputy Director looks after:

- (a) transfer to purchase organisations and agencies of the Government of India in other countries of indents passed on to him by the Purchase Directorates and thereafter to look after liaison work in connection with the obtaining of stores against demands;
- (b) the clearing and handling at ports of stores procured abroad; and
- (c) progressing of supplies against demands cross-mandated up to the stage of delivery.

4. *Government Test House, Alipore*

The Government Test House, which may broadly be divided into two departments, chemical and physical, is the only civil government institution of its kind

in India where a large volume of testing work is undertaken. Test Certificates bearing the seals of this laboratory are issued for all samples tested, and manufacturers and merchants are allowed to utilise such certificates for commercial purposes. Courts of justice as well as Police and Enforcement Departments get the materials under dispute tested by this Organisation.

#### 5. *Office of the Chief Controller of Printing and Stationery*

The activities of the office of the Chief Controller of Printing and Stationery may be broadly divided into the following categories :

- (a) Printing,
- (b) Stationery and Forms, and
- (c) Publications.

The headquarters office of the organisation exercises supervisory control and acts as a co-ordinating body for the various units of the Stationery and Printing Department. It renders service to the various Ministries and Departments of the Government of India. It is headed by a Chief Controller, who has the following subordinate organisations under him :

- Printing:* Government of India Press at New Delhi, Simla, Calcutta, Nasik, Nilokheri, and Faridabad.  
President's Press, New Delhi.  
United Press (Government of India), Delhi.  
Government of India Photo Litho Press, New Delhi.
- Stationery:* Government of India Stationery Office, Calcutta.
- Forms:* Government of India Forms Press, Calcutta, and Aligarh.
- Publications:* Government of India Publication Branch, Delhi.

#### 6. *National Buildings Organisation*

The National Buildings Organisation, set up by the Ministry in July, 1954, is intended to provide the means and machinery for reducing the building costs which are relatively high at present. The essential functions of this organisation are to collect and disseminate useful information on building science, techniques and materials, formulation or co-ordination of research problems on cheaper and better materials and techniques relating to buildings, standardisation of building legislation, by-laws, etc.

## SUBORDINATE OFFICES AND OFFICES LOCATED ABROAD

The Subordinate Offices of the Ministry are :

#### (1) *Explosives Department*

The Department of Explosives deals with the administration of the Indian Explo-

sives Act, 1884, the Petroleum Act, 1934, and the various rules framed thereunder, throughout India (except Jammu and Kashmir as far as the administration of the Petroleum Act and rules framed thereunder is concerned) and is also

concerned with the inspection of ports, explosives magazines, oil installations and storage premises, the filling stations for compressed and liquefiable gas cylinders and issue of licences under the Explosives, Petroleum, Carbide of Calcium and the Cinematograph Film Rules. The Department investigates into the accidents caused from explosives, petroleum and compressed and liquefiable gas cylinders, etc., during storage, transportation and manufacture. It also advises the Port Authorities, the Railway Board and the Railway Administrations in all matters (including legislation) concerning handling and conveyance of explosives. This Department is consulted by the military authorities in matters of storage and transport of explosives held by the Services. It is headed by the Chief Inspector of Explosives. It has five Circle Offices at Bombay, Calcutta, Madras, Agra and Nagpur, each under the charge of an Inspector of Explosives (as shown below):

<i>Name of the Circle</i>	<i>Jurisdiction</i>
(i) West Circle, Bombay	Bombay, Saurashtra and Kutch
(ii) East Circle, Calcutta	West Bengal, Bihar, Orissa, Assam, Manipur and Tripura
(iii) South Circle, Madras	Madras, Travancore-Cochin, Mysore, Coorg and Andaman and Nicobar Islands
(iv) North Circle, Agra	Uttar Pradesh, Punjab (India), Delhi, Rajasthan, PEPSU, Bilaspur, Himachal Pradesh and Ajmer
(v) Central Circle, Nagpur	Madhya Pradesh, Hyderabad, Madhya Bharat, Bhopal and Vindhya Pradesh

## (2) *Pay and Accounts Office*

Three Pay and Accounts Offices of the Ministry were set up in April, 1955, at New Delhi, Calcutta, and Bombay respectively under a Chief Pay and Accounts Officer in pursuance of the decision to separate accounts from audit in the office of the Food, Rehabilitation and Supply Departments. The Secretary of the Ministry is the Chief Accounting Authority.

The following organisations are at present under the control of the Chief Pay and Accounts Officer so far as accounts work is concerned:

- (i) Ministry proper
- (ii) Directorate-General, Supplies and Disposals
- (iii) Printing and Stationery Department
- (iv) India Stores Department, London
- (v) India Supply Mission, Washington, D.C.

The Pay and Accounts Offices are responsible for all payments and accounting of transactions relating to the organisations referred to above, and for exercising control over expenditure against the provision of funds. They act as the accounting offices for consolidation of accounts rendered by the overseas paymasters in respect of the organisations (iv), and (v). A proposal to separate accounts from audit in respect of the Central Public Works Department is under active consideration.

## *Offices Abroad*

### (3) *India Stores Department, London*

The Department was organised in 1860, when a Director, General Stores was

appointed under the U.K. Government to be in charge of the purchase, inspection and supply of stores required for the Government Departments in India. In October, 1920, the Department was transferred to the control of the High Commissioner for India in the United Kingdom, and now forms one of the important branches of his office.

(4) *India Supply Mission, Washington*

An Indian Purchasing Mission was set up in July, 1941, in the U.S.A. Its designation was changed to the India Supply Mission in July, 1942. This Mission is responsible for procurement and shipment of stores required to be purchased on Government account in North America (U.S.A. and Canada) and in certain cases from the Latin American countries.

## VI

### STATE UNDERTAKINGS

#### 1. *Ashoka Hotels Limited*

Delhi needed a first-class hotel for the following reasons:

- (i) There was an urgent need to bring down the soaring hotel rates in the capital. Legislation for controlling the rates in Delhi was not very effective and there was always the fear that rigid control on prices would lead to drastic reduction in the services and quality of food served in the hotels, thus rendering the remedy worse than the disease. The creation of additional hotel accommodation was, therefore, the obvious answer;
- (ii) It was not desirable to have a monopoly in the ownership of hotels in Delhi.

Government in token of its desire to help private enterprise to establish hotels gave certain assistance to a public limited company which, however, could not raise

the requisite finances and ultimately it was decided in May, 1956, that the entire Hotel Project be taken over and completed by the Ministry of Works, Housing and Supply. The Hotel started functioning from October, 1956.

#### 2. *Hindustan Housing Factory Limited*

The Hindustan Housing Factory Limited was incorporated in January, 1953, in pursuance of an agreement made in December, 1952, between the Government of India and Messrs. Basakha Singh Wellenborg Limited. The main object of forming this company was to put to profitable use the fixed assets (valued originally at over Rs. 50 lakhs) of the old Government Housing (Prefab) Factory. The agreement with Messrs. Basakha Singh Wallenborg Limited having been terminated, the Hindustan Housing Factory Limited was taken over by Government in August, 1955.

VII

ADVISORY BODIES

Some of the important Advisory Bodies functioning in this Ministry are as follows :

1. *Informal Consultative Committee of Members of Parliament*

This Committee was formed in July, 1954, to give opportunities to the Members of Parliament of knowing the working of Government in its various departments and bring them closer to Government.

2. *Central Works Advisory Board*

This Board acts as an advisory body to the Central Public Works Department in regard to the registration of contractors of class I - A and I - B categories and award of contracts of works. The Board consists of a Chairman and two members. The Chief Engineer, Central Public Works Department, is the Chairman. Of the two Members, one is an officer of the Ministry of Works, Housing and Supply and the other an officer of the Finance Ministry.

3. *Central Co-ordination Committee*

The Committee which is concerned with orderly development of the city of Delhi, is assisted by a number of sub-committees.

The Committee consists of the Minister for Works, Housing and Supply as its Chairman and the Chief Commissioner, Delhi, Members of Parliament representing Delhi; the President, New Delhi Municipal Committee and Delhi Municipal Committee; the Chairman, Delhi Improvement Trust; representatives of the Ministries of Railways, Health, Finance,

Works, Housing and Supply, Home Affairs, Rehabilitation, Defence; the Deputy Commissioner, Delhi, as its members. The Chief Engineer, Central Public Works Department acts as the Secretary to the Committee.

4. *Accommodation Advisory Committee*

The functions of the Committee are :

- (a) To enunciate the general principles relating to the utilisation and distribution of existing office and residential accommodation in Delhi and outside; and
- (b) To review and suggest improvements in the existing rules and regulations and procedure in relation to allotment of residential accommodation.

5. *Purchase Advisory Council*

This Council advises Government on general policy and procedural matters relating to the Central Purchase Organisation, as well as on development of industries through Government purchases, and also in regard to policy and procedure for disposal of surplus stores. The Council consists of the Minister for Works, Housing and Supply as the Chairman, and representatives of trade and industry, two Members of Parliament and representatives of the main indenting Ministries as members.

6. *Standing Advisory Committee on Central Purchases*

This Committee, under the chairmanship of the Secretary, Ministry of Works,

Housing and Supply and consisting of the Director-General of Supplies and Disposals, the Head of the Development Wing of the Ministry of Commerce and Industry and the representatives of the Ministries of Defence, Railways, Communications and Finance as members, functions as an advisory body to the D.G.S. and D. and the Ministry of Works, Housing and Supply to advise on matters relating to purchase and particularly to ensure proper co-ordination between the Central Purchase Organisation and its indentors and to stimulate development

of indigenous capacity for production of stores which are at present imported.

#### TOTAL STRENGTH OF STAFF

Secretariat	532
Attached Offices	18,717
Others	248

Some of the important publications of the Ministry are given below :

1. *Design for Low Cost Housing*
2. *Rural Housing — A Draft Manual*
3. *Industrial Housing in India*
4. *Annual Report*
5. *List of Registered Suppliers of the D.G.S. and D.*

## CHAPTER XX

# MINISTRY OF REHABILITATION AND MINORITY AFFAIRS

THE MINISTRY of Relief and Rehabilitation was set up in September, 1947, to deal with the problems which arose as

a result of the large-scale migration of population between Pakistan and India after the Partition.

### II

## FUNCTIONS AND ORGANISATION

At present, the Ministry is primarily responsible for the following functions:

- (I) Arrangements for Relief and Rehabilitation
- (II) Administration of Evacuee Property
- (III) Settlement of Claims and Grant of Compensation

### (I) *Arrangements for Relief and Rehabilitation*

The Partition of India in 1947 led to migration of population between India and Pakistan on a very large scale. The 1951 Census revealed that 74,00,000 persons got displaced in the course of the migration. At the outset, this Ministry was primarily concerned with making arrangements for the safe and speedy evacuation of Hindus and Sikhs who wanted to migrate to India. On their

arrival in India, they were provided with food, clothing, shelter and medical attention, inside and outside the camps.

As the rehabilitation of displaced persons progressed, the relief camps were gradually closed. Maintenance allowance is now granted to displaced persons who, by reason of old age, infirmity, disease or other causes, are unable to make a living for themselves and who depended for their incomes on urban immovable property in Pakistan. The Ministry has also been providing special facilities and financial assistance to indigent displaced persons suffering from tuberculosis. For the rural resettlement of displaced persons, the Ministry of Rehabilitation has made temporary or quasi-permanent allotment of evacuee agricultural land.

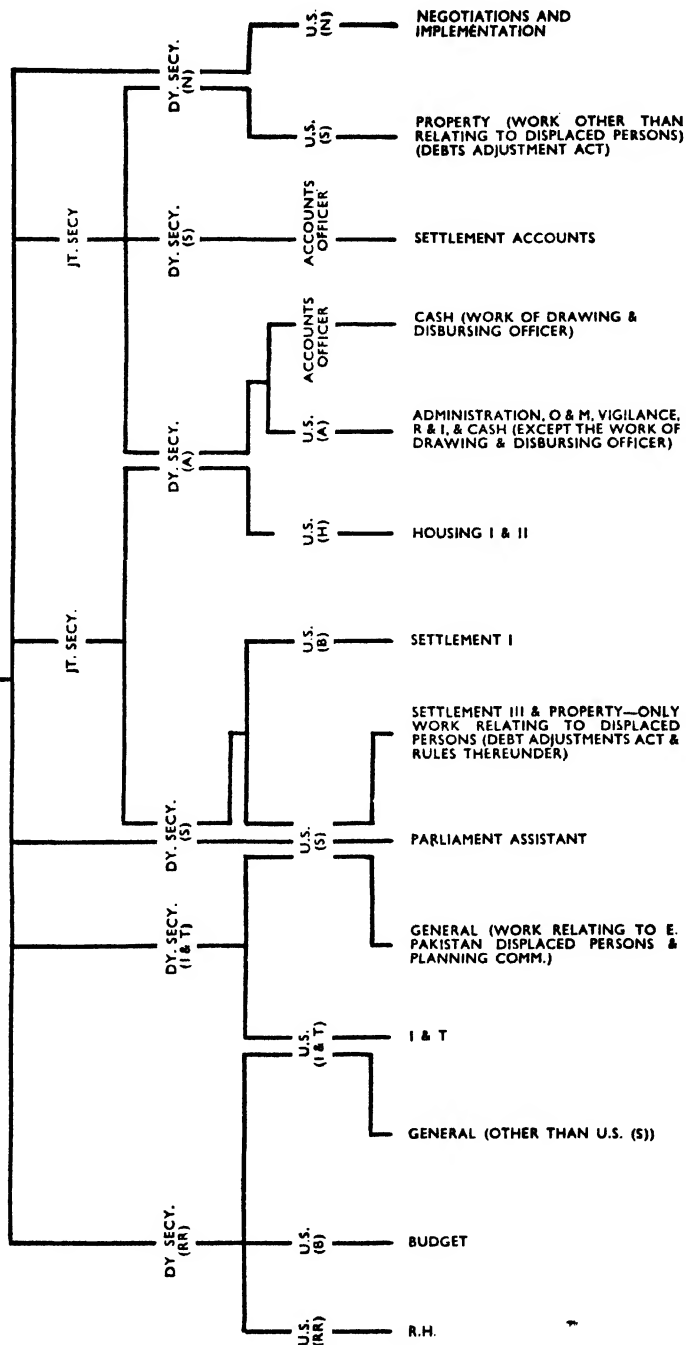
The main requirements of displaced persons in urban areas have been housing and gainful employment. A large number of displaced persons have been allotted residential accommodation in evacuee houses. For providing suitable housing to the remainder of the population, the

*Minister for Rehabilitation and Minority Affairs* — Mehr Chand Khanna — since Dec. 7, 1954 ;  
*Deputy Minister for Rehabilitation* — P. S. Nashar — since April 2, 1958 ; *Secretary* — Dharma Vira, I.C.S. — since March 19, 1956.

AS ON 20-1-58

**MINISTER OF STATE**

**SECRETARY**



Government has undertaken a large-scale construction programme. It has also given building plots, besides financial assistance to displaced persons and their co-operative societies for the construction of houses. In order to provide employment to displaced persons, the Ministry has made provision for loans, assistance to business and industry, technical and vocational training, educational grants and employment in the new townships. For recruitment to Government Services, preference is given to displaced persons.

(II) *Administration of Evacuee Property*

The Ministry is responsible for the administration of evacuee property and certain matters connected therewith. The evacuee property is managed by the Custodian-General. He is responsible for the lease of these properties, for their maintenance and for the collection of rent. The vacant evacuee houses are utilised for providing shelter to the displaced persons.

(III) *Settlement of Claims and Grant of Compensation*

The displaced persons from West Pakistan left behind a considerable amount of immovable property. The Government of India gave them an assurance that they would receive some compensation for their loss. This assurance could not be fulfilled earlier as no settlement was possible with the Pakistan Government on the issue of the evacuee property. In November, 1953, the Government sanctioned an interim scheme of compensation. The maximum amount payable to any claimant was fixed at Rs. 8,000. The compensation in each case constituted 16 per cent to 20 per cent of the

amount of verified claim; the balance of the amount was given in the form of a rehabilitation grant.

Claims concerning pensions, provident funds, pay, leave salary and security deposits of displaced government servants and employees of the States and local bodies, including those of the divided provinces of Punjab and Bengal, are dealt with separately by central claims organisations.

The Ministry of Rehabilitation consists of two Secretariats—the main at New Delhi and the Branch at Calcutta. There are nine Subordinate Offices and a State undertaking namely the Rehabilitation Housing Corporation functioning under the control of this Ministry. There is no Attached Office under the Ministry.

The Ministry is headed by a Minister of State who is assisted by a Deputy Minister for Rehabilitation.

SECRETARIAT

The Secretariat staff comprises of:

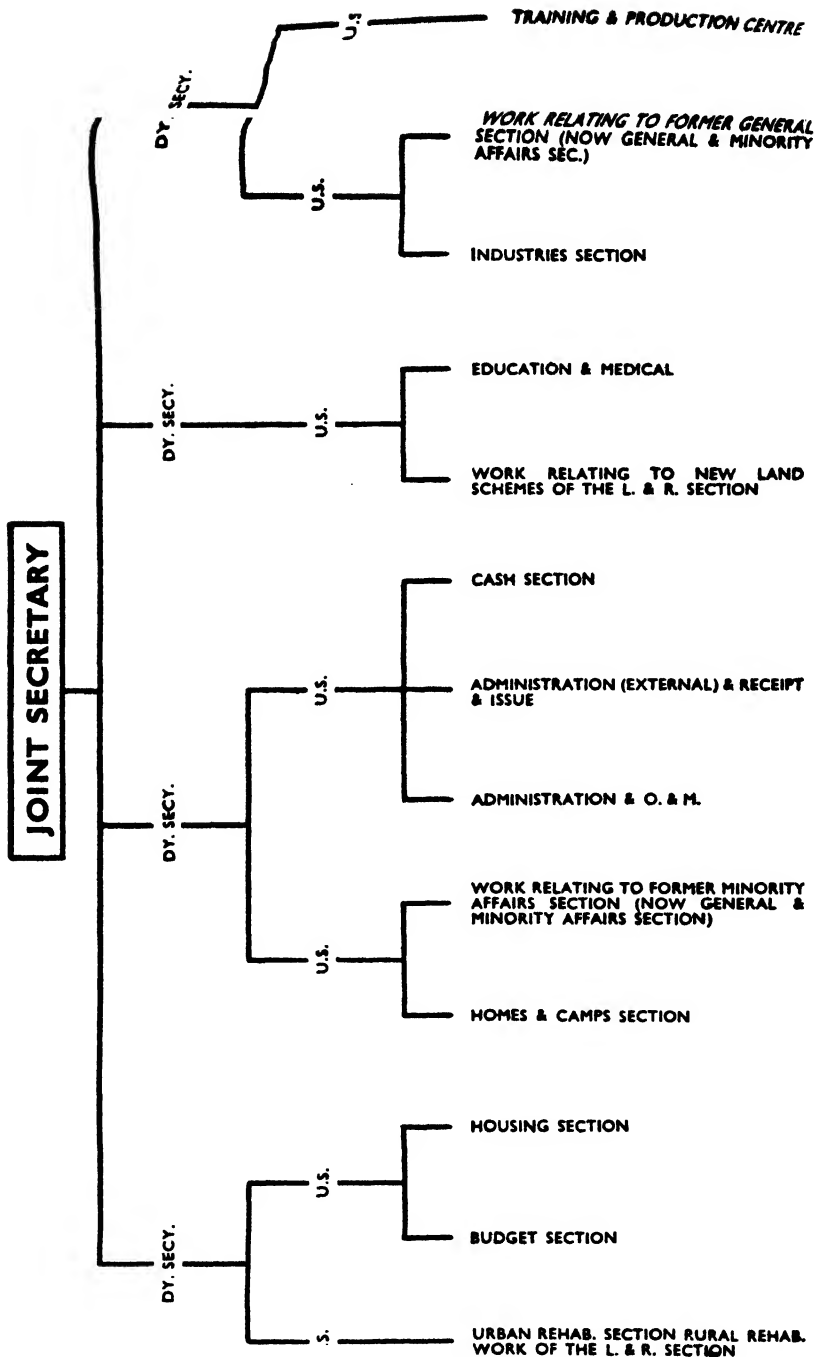
	<i>Main Secretariat New Delhi</i>	<i>Branch Secretariat Calcutta</i>
Secretary	1	
Joint Secretaries	2	1
Officers on Special Duty	2	1
Deputy Secretaries	6	3
Under Secretaries	10	4
Section Officers	21	8
Other Officers	18	18

The work of the main Secretariat falls under five Divisions, viz., Settlement, Property, Rehabilitation, General and Administration. The work is further distributed among 22 sections. The work in the Branch Secretariat is distributed among twelve sections.

# MINISTRY OF REHABILITATION

## BRANCH SECRETARIAT AT CALCUTTA

AS ON 20-1-58



III

SUBORDINATE OFFICES

The following is a description of the nine Subordinate Offices under the Ministry :

1. *Office of the Chief Settlement Commissioner*

This Office is concerned with the settlement of claims, evaluation of evacuee property and government-built properties in India, excepting Eastern States. It is also responsible for drawing up a scheme for giving compensation to the displaced persons who have verified claims for immovable properties. The head of this office is the Chief Settlement Commissioner, who is assisted by a number of other staff. The work of the office is carried out by the Regional Settlement Commissioners, whose offices are situated at New Delhi, Jullundur, Bombay, Ajmer, Lucknow, Bhopal, Jaipur, Indore, Nagpur, and Calcutta.

2. *Office of the Custodian-General of Evacuee Property*

The main function of this organisation is to supervise the work of the Custodians of Evacuee Property situated in several parts of India. The Office is headed by the Custodian-General.

3. *Central Claims Organisation*

The Central Claims Organisation deals with claims for pensions, provident funds, etc. of the government servants and employees of local bodies from West Pakistan. This organisation is headed by an Officer-in-Charge.

4. *Office of the Custodian of Evacuee Property, New Delhi*

This office was created for the management and disposal of evacuee property in Delhi. The office is headed by a Custodian.

5. *Office of the Custodian of Deposits*

The office, which is headed by a Custodian, is responsible for the custody and disposal of the deposits left by the displaced persons in Pakistan in Courts and Court of Wards.

6. *D. A. V. College Camp, Lahore*

This refugee camp, which was previously administered by the Ministry of External Affairs, serves as a transit camp for the refugees from West Pakistan.

7. *Training-cum-work Centre, Arab-ki-Sarai, New Delhi*

This centre provides arrangements for the training of and provision of work for the displaced persons in various trades and crafts. It is headed by a Principal.

8 and 9. *Property Organisations at Karachi and Lahore*

These organisations were set up to implement the June, 1950 Agreement, between India and Pakistan relating to movable evacuee property. These organisations also assist the displaced persons in the retrieval of the movable assets left behind by them in Pakistan.

## STATE UNDERTAKING

*Rehabilitation Housing Corporation*

The Corporation was incorporated on 19th September, 1951, with the object of assisting in the solution of the housing

problem facing the displaced persons in the Delhi State by constructing houses for them. The other object is to acquire, deal with or dispose of any kind of property and rights, movable or immovable, concerning displaced persons.

## IV

## ADVISORY BODIES

The Ministry comes in close contact with the displaced population of the country in connection with the various relief and rehabilitation measures adopted for assisting them. For associating the public with the work of the Ministry, and eliciting their views on the questions of compensation and rehabilitation, there exists an Advisory Board. The Board which was formed on January 21, 1955, consists of seven members nominated by the Government of India.

The other advisory boards functioning for the purpose of co-ordinating the activities of different organisations within the Ministry are as follows:

1. *Central Advisory Board*

It was constituted by the Government of India to advise on matters concerning the maintenance and care of displaced persons classed as old, infirm, orphans, unattached women and their dependents.

A nominee of the Central Government is the Chairman of the Board. The State Governments of U.P., Bombay, Rajasthan, Delhi, and Punjab have each one representative member in the Board.

The Board has authority to inspect the homes in the various States.

2. *Joint Rehabilitation Board*

Two Joint Rehabilitation Boards have been formed, one having representatives of the Government of India and the Government of Punjab, and the second having representatives of the Government of India and the Government of West Bengal. These Boards help in the co-ordination of the work of rehabilitation in the country.

## TOTAL STRENGTH OF STAFF

Main Secretariat	570
Subordinate Offices	1,492
Others	650

Some of the important publications of the Ministry are as follows:

1. *Annual Report of the Ministry*
2. Pamphlet on *Interim Compensation Scheme*
3. *Administration of Evacuee Property Act, 1950*

Besides, a number of casual publications on a variety of matters like *Scales for Payment of Compensation to Displaced Persons under the Displaced Persons (Compensation and Rehabilitation) Act, 1954*, *Documents concerning Evacuee Property, Housing the Displaced*, etc., are published from time to time.

## MINISTRY OF COMMUNITY DEVELOPMENT

THE CONCEPT of rural development is not new in India. Long before independence, constructive workers associated with Mahatma Gandhi and Tagore in Sriniketan were engaged in constructive work in different fields. In Baroda, Gurgaon and Madras also programmes of rural development were worked in some form or other. Later, various experiments were made at Etawah, Gorakhpur and Niloheri. Out of the pooled experience of these sporadic efforts came the Community Development Programme as an integral part of the Five Year Plan.

The programme was started on October 2, 1952, with the inauguration of 55 community projects, each covering about 300 villages. The experience gained in these projects and the popular enthusiasm

aroused by them emphasised the need for a rapid extension of the programme to other parts of the country. But the country had only limited resources at its disposal. The Government, therefore, decided to launch, alongside the community development programme, a programme which is somewhat less intensive in character, called the National Extension Service. The two programmes are complementary.

Community Development is the method and National Extension Service is the agency through which transformation of the social and economic life of India and its villages is sought to be achieved. Considering the growing magnitude and the importance of the work, a separate Ministry for Community Development was established in September, 1956.

### II

## FUNCTIONS AND ORGANISATION

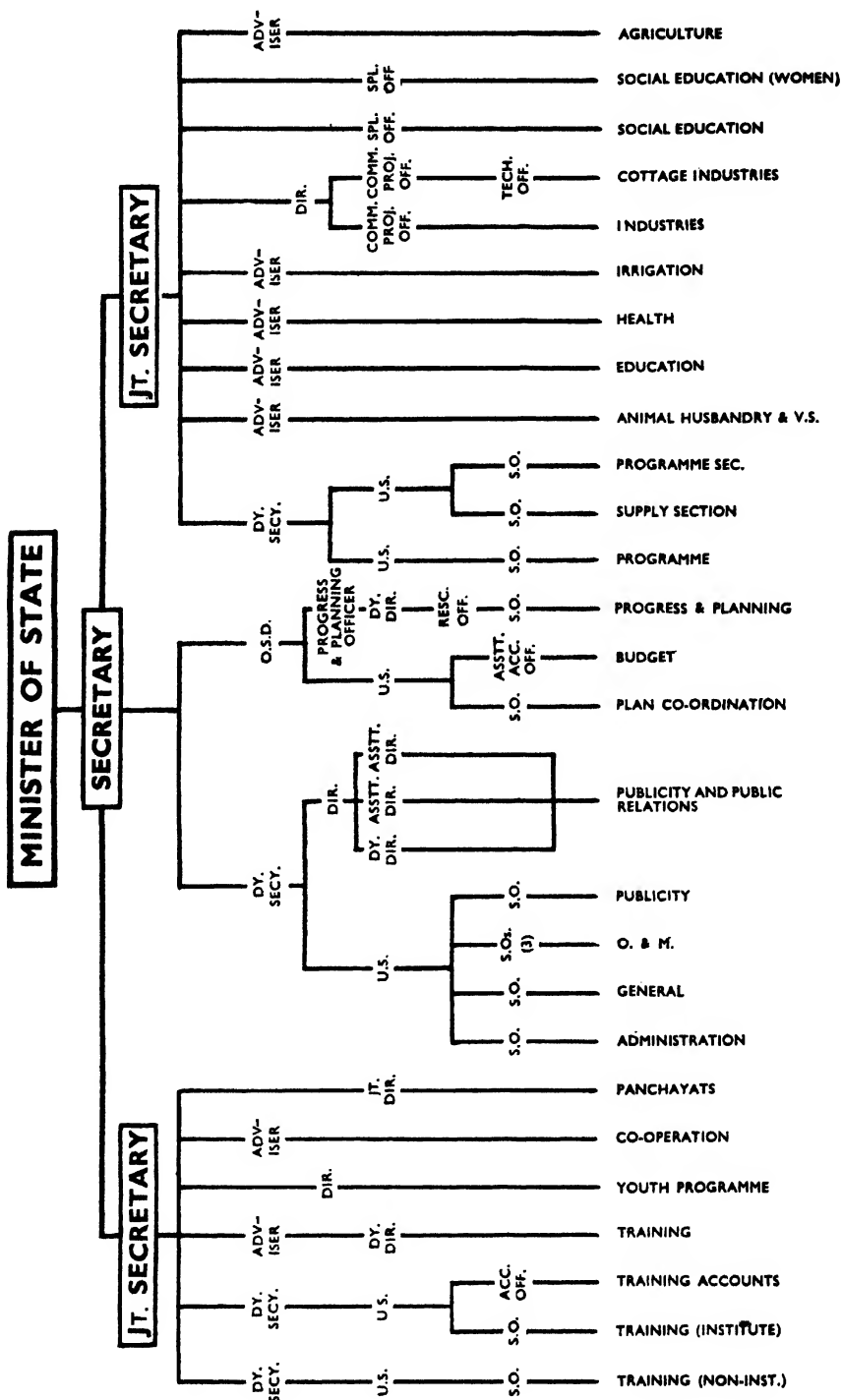
The programme of community development aims at developing the social and economic life of the community. The implementation of the programme is in the hands of the State Governments. At the Centre, the Ministry of Community

Development brings about co-ordination of activities with the different Central Ministries through frequent exchange of views.

Since the prosperity of rural India is dependent largely on agriculture, it was given the place of pride in the programme from the very beginning. This emphasis on increased agricultural production is even more marked at present. Under the

*Minister for Community Development* — S. K. Dey — since September 20, 1956 ; *Secretary* — B. R. Tandon, I.C.S. — since November 9, 1956.

AS ON 13-1-58



Second Five Year Plan, increased attention is also being given to (i) development of Cottage and Small-Scale Industries as a means of providing fuller and increasing employment, (ii) the development of Co-operatives, (iii) the promotion of Panchayats as the basic institution for local self-government, (iv) improvement of village communications, (v) the promotion of education, health and recreation in the villages, and (vi) the provision of improved techniques and designs for rural housing.

The main object of the Community Development Programme is to secure the fullest development of the material and the human resources of the rural areas through co-operative effort of the people themselves in re-building the village community assisted by the Government of India. For the attainment of this objective, the programme comprises intensive work in agricultural development, social education, improvement in the health of the population and introducing new skills and occupations so that the programme, as a whole, can raise the community to a higher level and arouse in them enthusiasm for new knowledge and new ways of life. According to Shri V. T. Krishnamachari, "... this movement is not an official movement. There is an administrative organisation for it. It is, of course, necessary and consists of officers at all levels working as a team. But it is more than that. Alongside the administrative organisation, the N.E.S. programme aims at the closest co-operation with the best non-official leadership at every stage. In essence, the organisation is both official and non-official; both have to work together.

Development programmes are drawn up after the fullest discussions with the people and their representatives at various levels. In the village, the Panchayat is utilised in the planning as well as the implementation of the programme. Plans drawn up by the villages are considered by the Advisory Committees at the block level and the district level on which non-official leaders are associated. Thus, at every stage, the official and non-official organisations work side by side for evolving and implementing the programme. The whole movement is based on self-help, and the active interest and support of the people have, therefore, to be enlisted in the task of bettering their own conditions . . . ."

The Ministry of Community Development is responsible for the overall control of the programme, namely, planning, directing and co-ordinating Community Development activities throughout India. Basic policy matters are referred to the Central Committee, consisting of the Members of the Planning Commission, and the Ministers for Food and Agriculture and Community Development, under the Chairmanship of the Prime Minister. Implementation of programmes is the responsibility of State Governments. Generally, each State has a single authority for the implementation of both the Extension Schemes and the Community Projects. This body, known as the "State Development Committee", consists of the Chief Minister as the Chairman, the Ministers for Development Departments as members and the Development Commissioner as Secretary. The Development Commissioner, who co-ordinates the activities of all the development departments,

is a senior Secretary to Government. The Collector is the Chairman of the District Planning or Development Committee. All the heads of the development departments in the district are represented on the Committee which also includes the Chairman and the Vice-Chairman of the District Board as well as other non-officials. At the block level, the Block Development Officer is assisted by a team of experts in agriculture, co-operation, animal husbandry, cottage industry etc. Besides, there is a Village Level Worker with multi-purpose functions in charge of about ten villages. Non-official participation in the implementation of the Community Development Programme is also secured. At the Centre, Parliament provides guidance and direction. In the States, this function is performed by the State Legislatures. While the non-official Advisory Committees have been associated with the Block Development Officers at the block level, the key persons in the organisation, viz., the Village Level Workers, function in collaboration with the Panchayat or the Village Development Councils.

Due to the vast expansion of activities under the Community Development and the National Extension Service programmes, control over the implementation of the various programmes of work is exercised, and guidance, where necessary, is given through administrative action based on appraisal of reports from the States.

The Ministry is headed by a Minister of State. It consists of a Secretariat and five Subordinate Offices. There is no Attached Office for this Ministry. Besides, there

are ten Centres for imparting instruction in Social Education, located at Allahabad, Santiniketan, Hyderabad, Gandhigram, Udaipur, Baroda, Belur Math (West Bengal), Coimbatore, Gargoti, and Kasturbagram (Indore), run by non-official agencies with grants-in-aid from the Government of India under the overall supervision of the Ministry. In addition, two Social Education Organisers' Training Centres at Bakshi-ka-Talab (Lucknow) and Gopalpur-on-Sea (Orissa) have been established under the auspices of the State Governments concerned, with Central grants-in-aid. One grants-in-aid Centre under the auspices of the U. P. Government has also been started at Bakshi-ka-Talab for the training of Block Development Officers.

#### SECRETARIAT

The Secretariat staff consists of:

Secretary	1
Joint Secretaries	2
Officer on Special Duty	1
Deputy Secretaries	4
Under Secretaries	7

(Including one Welfare Officer)

Section Officers 13

There are four distinct divisions of the Ministry of Community Development, viz., the Administration, the Programme, the Training and the Administrative Intelligence Divisions. The Administration Division is mainly concerned with the administrative matters of the Ministry, Publicity and Public Relations. The Programme Division is responsible for the development and improvement of the various services under the Community Development Programme, import of

equipment under the Dollar Aid from the U.S. Government and their distribution on arrival, survey, allotment and allocation of Community Development Projects and National Extension Blocks. The Training Division is concerned with the training of personnel as Block Development Officers, Social Education Organisers, Artisans, Crafts-

men, Overseers, etc., Inter-State Seminars, Study Tours, etc. The Administrative Intelligence Division is concerned with compilation of statistical data, parliament matters, report of Estimates Committees, Development Commissioners' Conference, etc. In addition, advice on technical matters is obtained from a team of advisers.

### III

## SUBORDINATE OFFICES AND OTHER UNITS

The Subordinate Offices of this Ministry are:

#### 1. *Social Education Organisers' Training Centres, Nilokheri and Ranchi*

The Training Centre at Nilokheri was established in April, 1953, for imparting training to Social Education Organisers employed in Community Projects/National Extension work. The Centre provides for both theoretical and practical training to the trainees in the fields of Social Science, Rural Economics, Civics, Co-operatives, Village Extension Service, Adult Education and other allied subjects. The Centre has a full-time Director, assisted by a Deputy Director and several instructors.

The Centre at Ranchi was established in October, 1955, for supplementary specialised training to Social Education Organisers working in Tribal areas.

Both the Centres are run directly under the supervision and control of the Ministry of Community Development.

#### 2. *Development Officers' Training Centres at Nilokheri, Ranchi and Hyderabad*

These Centres were established in April, 1954, to train the officers in charge of

the Community Projects Blocks (called Block Development Officers), who generally come from the Subordinate Offices of the State Governments and are of the rank of Tehsildars or Circle Officers, in the various facets of the Community Project work. Each Centre is under the charge of a Principal, who is assisted by other staff.

There is no Advisory Body, as such, to assist the Ministry.

#### TOTAL STRENGTH OF STAFF

Secretariat	369
-------------	-----

The important publications of the Ministry are as follows:

1. *Community Projects — A Draft Handbook*
2. *Information and Community Centre — A Manual*
3. *Random Thoughts — A compilation of the Minister's monthly letter*
4. *Kurukshetra — A monthly magazine*
5. *Gram Sevak — A monthly magazine*
6. *Annual Reports of the Ministry*
7. *Manual on Social Education, Manual for Village Level Workers, Manual on Rural Housing, Manual on Minor Irrigation Works*
8. *A Guide to Community Development*

Besides, a number of casual publications on a variety of matters like *Primary Health Centre, Community Development Programme in India, Pure Water for Villages*, etc., are published from time to time.

## DEPARTMENT OF PARLIAMENTARY AFFAIRS

THE DEPARTMENT of Parliamentary Affairs was set up in May, 1949, for supervising all matters relating to the conduct of official business in Parliament.

### *Functions and Organisation*

At present, the Department of Parliamentary Affairs is responsible for the following functions :

- (a) Fixing the dates of the commencement and the duration of the sessions of the Lok Sabha and the Rajya Sabha; planning Government's legislative programme in each House, and obtaining the opinion of concerned Ministries and determining Government's stand on non-official Bills and Resolutions moved in either House.
- (b) Advising the Ministries on parliamentary matters and procedure; maintaining liaison between the Ministries and the two Houses of Parliament.
- (c) Extracting from the proceedings of both Houses statements involving assurances, promises or undertakings given by Ministers

in replies to questions and supplementaries during debates; ensuring their implementation by the Ministries concerned.

- (d) Suggesting names for Select Committees and other Committees, Commissions, Delegations, etc., on which Parliament is represented; dealing with matters concerning salary and allowances of the Members of Parliament, the Chairman and the Speaker respectively.
- (e) Keeping in touch with the State Legislatures and the State Legislative Departments in respect of their legislative procedures and programmes and allied matters, etc.

Further, the Department renders Secretarial assistance to the Parliamentary and Legal Affairs Committee of the Cabinet. The Secretary of the Department is the Secretary of the Committee in respect of such matters.

The Department has, however, to function closely in conjunction with the Business Advisory Committees of the Lok Sabha and the Rajya Sabha in the sense that, whenever specific items of Government business are decided upon by it for consideration by Parliament, they are communicated to the two Business Advisory Committees for allocation of time for discussion with the

*Minister for Parliamentary Affairs* — Satya Narayan Sinha — since May 13, 1952; *Secretary* — N. K. Bhowani — since February 9, 1954.

Department's recommendations on such allocation.

There is also the Parliamentary and the Legal Affairs Committee of the Cabinet consisting of the Ministers for Parliamentary Affairs, Law and Home Affairs. This Committee decides the programme of the session, priority of the various items of business and considers other matters of parliamentary interest.

The Department consists of a Secretariat only. There is no Attached or Subordinate Office under the control of this Department.

The Department is headed by a Minister of State.

#### SECRETARIAT

The Secretariat staff consists of:

Secretary	1
Administrative Officer	1
Ministerial Establishment	20
Other Officers	2

The Secretariat is organised into three sections, viz., Parliamentary Section I, Parliamentary Section II, and General Section.

#### *Advisory Bodies*

The Department of Parliamentary Affairs has no Advisory Bodies attached to it.

#### TOTAL STRENGTH OF STAFF

Secretariat	24
-------------	----

## CHAPTER XXIII

# DEPARTMENT OF ATOMIC ENERGY

THE Atomic Energy Commission was set up in 1948 with the object of developing and harnessing atomic energy for peaceful purposes in India. The Commission was constituted as an advisory and policy-making body whose decisions were executed through the late Ministry of Natural Resources and Scientific Research, of which it formed a part. It started its work in 1948. The first task of the Commission was to lay the foundations for atomic energy work by building up nuclei of scientists in the different fields of science relating to atomic energy. In this task it was greatly assisted by the Tata Institute of Fundamental Research, which, since its foundation in 1945, had built up a group of scientists in nuclear physics and the associated experimental techniques.

As a result of the successful activities of the Commission it was felt that the country was at last in a position to embark upon large-scale industrial projects in the field of atomic energy. It was consequently decided to set up a separate

department of the Government of India, called the Department of Atomic Energy, charged solely with the development of atomic energy. Accordingly, the Department of Atomic Energy was created in August, 1954, under the charge of the Prime Minister. All the business of the Government of India relating to atomic energy and the functions of the Central Government under the Atomic Energy Act, 1948 (XXIX of 1948), previously transacted in the Ministry of Natural Resources and Scientific Research, have been transferred to the new Department. For administrative convenience and for close contact between the Department and the main centre of its scientific activities, the headquarters of the Department has been located at Bombay.

The Atomic Energy Commission now functions under the Department of Atomic Energy and has the same relationship to it as it had originally to the Ministry of Natural Resources and Scientific Research.

## II

### ORGANISATION

The Department of Atomic Energy consists of:

- (a) Main Secretariat of the Department of Atomic Energy, Bombay

- (b) Branch Secretariat, Central Secretariat, South Block, New Delhi

- (c) Atomic Energy Establishment:
  - (i) Physics and Engineering Groups (located for the present at the Tata Institute of Fundamental Research, Old Yacht Club, and at Colaba)

*Minister in charge*—Jawaharlal Nehru—since August 3, 1954; *Secretary*—H. J. Bhabha—since August 3, 1954.

- (ii) Chemistry Group (414A, Cadell Road, Dadar, Bombay 28)
- (iii) Biology Division (Indian Cancer Research Centre, Parel, Bombay)
- (iv) Medical and Health Division (Indian Cancer Research Centre, Parel, Bombay and Old Yacht Club, Bombay)
- (v) Information Division (Old Yacht Club, Bombay)
- (vi) Raw Materials Division

The Atomic Energy Establishment undertakes all scientific and technical work for the development of atomic energy in this country. The Raw Materials Division undertakes all survey work connected with atomic minerals.

The Atomic Energy Establishment will be located at Trombay where land has

been acquired for the purpose. All the scientific activities of the Department/Establishment, as also the industrial operations, are to be located at Trombay. The lay-out design of the site has been finalised and work on the construction of the new structure is to commence as soon as the designs have been finally prepared.

The Department has at present no Attached or Subordinate office under it. There are two State Undertakings functioning under the control of the Department.

#### SECRETARIAT

The Secretariat staff consists of:

Secretary	1
Joint Secretary	1
Deputy Secretary	1
Under Secretaries	4
Section Officers	6

### III

#### STATE UNDERTAKINGS

##### 1. *Indian Rare Earths (Private) Limited*

Indian Rare Earths (Private) Limited was set up in August, 1950, jointly sponsored by the Government of India and the Government of Kerala. The Rare Earths Plant is designed to treat 1,500 tons of monazite per year and to produce therefrom about 1,500 tons of rare earth chlorides and carbonates and some 1,500 to 1,800 tons of sodium phosphate as a by-product.

The Company is registered with an authorised capital of Rs. 1 crore. The Government of India has subscribed 55 per cent of the share capital, the balance of 45 per cent having been subscribed by the State Government of Kerala.

##### 2. *Travancore Minerals (Private) Limited*

In pursuance of the decision of the Government of India, the Mineral Sand Separation Industry in Kerala State was nationalised. A new Company called the Travancore Minerals (Private) Limited was registered in October, 1956, taking over all sand separation undertakings with the exception of Messrs. Hopkins and Williams (Private) Limited.

The authorised capital of the Company is Rs. 1 crore which would be equally shared between the Government of India and the State Government of Kerala.

#### TOTAL STRENGTH OF STAFF

Secretariat	275
-------------	-----

## PARTITION SECRETARIAT

THE Partition Secretariat was set up immediately after the announcement, on June 3, 1947, by the British Government of its policy of partition; it was to act as the Secretariat of the Partition Council and the Steering Committee of Partition Council. The functions of this Secretariat were also to co-ordinate the work of the various Expert Committees set up to work out the administrative and other details of the Partition and to implement the decisions reached on the reports of the various Expert Committees. This Secretariat still continues with a reduced staff, and has been mainly occupied with implementing the various decisions of the Partition Council, the drawing up of the Debt Settlement between the Governments of India and Pakistan, as also of the partition settlements between the two Punjabs, the two Bengals and Assam and East Bengal, and dealing with

references on several matters arising out of the Partition arrangements. Its strength has been kept as small as possible and the work of the present attenuated Secretariat is under the administrative supervision of the Principal Secretary and other officers of the Ministry of Finance.

*Organisation*

The Partition Secretariat has only two sections and it has no Attached or Sub-ordinate Office under it.

## SECRETARIAT

The Secretariat staff consists of:

Secretary (Part-time)	1
Under Secretary	1
Section Officers	2

## TOTAL STRENGTH OF STAFF

Secretariat	21
-------------	----

## CABINET SECRETARIAT

BEFORE the adoption of the portfolio system in the Government of India, all governmental business was disposed of by the Governor-General-in-Council, the Council functioning as a joint consultative board. As the amount and complexity of business increased, the work of the various departments was distributed amongst the members of the Council, only the more important cases being dealt with by the Governor-General or the Council collectively. This procedure was legalised by the Councils Act of 1861 during the time of Lord Canning, leading to the introduction of the portfolio system and the origination of the Executive Council of the Governor-General.

Until 1935, the Secretariat of the Executive Council was headed by the Private Secretary to the Viceroy, but he did not attend the Council Meetings. Lord Willingdon first started the practice of having his Private Secretary by his side at these meetings. Later, this practice continued and in November, 1935, the Viceroy's Private Secretary was given the additional designation of Secretary to the Executive Council.

On the attainment of independence in August, 1947, the Executive Council of the Viceroy was replaced by a popular Cabinet, headed by the Prime Minister. Consequently the Secretary of the Executive Council of the Viceroy was renamed as the Cabinet Secretary.

## II

## FUNCTIONS AND ORGANISATION

The Cabinet Secretariat is responsible for all secretariat work connected with the meetings of the Cabinet, making and maintaining records of the discussions and decisions of the Cabinet, and its Committees, viz., the Defence Committee of the Cabinet, the Joint Planning Committee of the Cabinet, the Economic Committee of the Cabinet, Foreign Affairs Committee

of the Cabinet, Appointments Sub-Committee of the Cabinet, etc.

The O and M Division, created in March, 1954, was also attached to the Cabinet Secretariat. The O and M Division is primarily responsible for initiating and sustaining a concentrated effort to improve administrative efficiency in all branches of the Government of India.

In addition, the Cabinet Secretariat deals with the work relating to the Central Statistical Organisation.

*Cabinet Secretary (also Secretary, Planning Commission)* — Vishnu Sahay, I.C.S. — since May 5, 1958.

The Cabinet Secretariat is headed by the Prime Minister and consists of a Secretariat and an Attached Office, namely the Central Statistical Organisation. The Cabinet Secretariat does not deal with any item of work of executive or advisory nature which can be regarded as appropriate for transfer to a subordinate office.

#### SECRETARIAT

Secretary	
(Also Secy. to the Planning Commission)	1
Joint Secretary	1
Dy. Secretary	1
Under Secretaries	4
Section Officers	6

The Secretariat Organisation comprises :

- (i) Main Secretariat
- (ii) O and M Division
- (iii) Military Wing, and
- (iv) Economic Wing

#### (i) *Main Secretariat*

The Main Secretariat, which consists of branches like Cabinet Co-ordination, Administration and General Sections, is responsible for the Secretariat work connected with the meetings of the Cabinet and its Sub-Committees.

#### (ii) *O and M Division*

In simple terms the words 'Organisation and Management' stand for paying intelligent and critical attention not only to what is done but also to how it is done and at what cost in time, labour and money and also paying attention to the design of the machine and its working processes and not merely to its end product.

The O and M Division, created in March, 1954, was attached to the Cabinet Secretariat and functions directly under the Prime Minister. In a vast and diversi-

fied organisation, like that of the Central Government, it was felt necessary to devise a system which would spread a simultaneous effort for efficiency over as wide an area as possible. It was also clear that such efficiency would not be attained or maintained unless the main effort came from within and each Ministry/Department or operating agency built up sufficient interest and competence to provide its own O and M Unit. The primary objectives of the Division are to :  
(a) supply the leadership and drive, and  
(b) build up a common fund of information by a co-operative effort, experience and competence in O and M Work.

The O and M Division is headed by a Director (also Joint Secretary to the Government of India in the Ministry of Home Affairs), who is assisted by a Deputy Director, an Assistant to Director, an Assistant Director and a complement of Secretariat Staff. The work is carried on through the O and M Units set up in each Ministry/Department, each under the charge of a Deputy Secretary functioning as its internal O and M officer in addition to other duties.

The Director, O and M Division, exchanges ideas and experiences with the O and M officers of various Ministries/Departments from time to time by holding joint meetings. In the Ministries, periodic meetings are held, presided over by the Secretary or a Senior Officer, quite frequently, to review generally the progress of O and M work therein.

The Deputy Director, O and M Division, pays informal visits to the various Ministries and Departments (including their Attached and

Subordinate Offices), makes random checks to see how far the prescribed procedures are being followed and renders advice on various problems of O and M work.

(iii) *Military Wing*

The Military Wing is responsible for all Secretariat work connected with the meetings of the Defence Committee of the Cabinet, the Defence Minister's Committee, the Chiefs of Staff Committee, the Principal Personnel Officers' Committee,

the Principal Supply Officers' Committee, the Joint Planning Committee, the Joint Administrative Planning Committee, the Joint Intelligence Committee, the Joint Training Committee, etc.

(iv) *Economic Wing*

The Economic Wing is responsible for all Secretariat work of the Economic, Production and Distribution Committee of the Cabinet, the Committee of Economic Secretaries and the Supply Committee.

### III

## ATTACHED OFFICE

### *Central Statistical Organisation*

The Central Statistical Organisation was created in May, 1951. The main functions of the organisation are:

- (a) Preparation and publication of the Annual Statistical Abstract, Monthly Abstract of Statistics and Weekly Bulletin of Statistics, and Guide to Current Official Statistics.
- (b) Attending to work relating to the United Nations Statistical Organisation, the observance of International Conventions pertaining to economic statistics and provision of data required for periodical publications and for other ad hoc purposes.
- (c) Undertaking special work for the Central Government Ministries or the State Governments, including provision of facilities for training of officers in day-to-day statistical work.
- (d) Graphical presentation of current statistics with a view to throwing

light on the developing economic situation.

- (e) Advising the Ministries and other Government agencies on statistical matters and arranging inter-departmental discussions on statistical problems.
- (f) Co-ordinating the statistical work of the Ministries and other Government agencies.
- (g) Keeping continuous touch with national statistical organisations in other countries of the world particularly with regard to the latest developments in methodology and organisation.
- (h) Developing definition and standards for improving national and international comparability and the quality of information required by the Government.

The organisation functions under the guidance of a Honorary Statistical Adviser to the Cabinet and is headed by a Statistician, who is assisted by various technical and secretariat staff.

## PLANNING COMMISSION

THE IDEA of planning for the economic reconstruction of India was first mooted by the Indian National Congress in 1938. In the same year, a National Planning Committee was constituted by the Congress under the Chairmanship of Shri Jawaharlal Nehru to go into the details of planned economic development of the country and to recommend concrete proposals for this purpose. The main Committee in turn appointed several sub-committees and those sub-committees submitted 10 interim and 16 final reports at the beginning of World War II. Owing to the situation created by the outbreak of the Second World War, nothing further was done in the matter. In January, 1941, the Government of India constituted a number of committees to enquire into matters connected with the development of the country's resources

in furtherance of War efforts and also to meet the shortage of civilian goods. In 1944, a separate Department of Planning and Development was created in the Government of India to deal with matters relating to post-war economic reconstruction. The Central Department, in collaboration with the Provincial Governments, prepared a number of schemes for development to be undertaken immediately after the War. Some time towards the end of 1946, the major problems of post-war economic reconstruction were examined and reviewed by a high-power Advisory Planning Board appointed by the interim Government which assumed powers in the same year. After examining various processes of planning with special reference to under-developed countries, the Board came to the conclusion that a Planning Commission should be constituted at the Centre to devote itself continuously to the entire field of economic reconstruction of India. After the War, the Central and Provincial Governments introduced various schemes of development but very little progress was made with regard to the schemes due to the innumerable problems concerning co-ordination, authentic statistical data, information regarding the availability of the resources etc. After the attainment of independence in August, 1947, the Government of India paid serious attention to the subject of planning for making the country

*Chairman* — Jawaharlal Nehru — since March 28, 1950

*Deputy Chairman* — V. T. Krishnamachari — since February 16, 1953

*Members* — K. C. Neogi — since May 21, 1953;  
J. C. Ghosh — since May 16, 1955; V. K. Krishna Menon — since September 3, 1956;  
C. M. Trivedi — since October 28, 1957

*Minister for Planning* — G. L. Nanda — since September 24, 1951

*Deputy Minister for Planning* — S. N. Mishra — since September 10, 1958

*Parliamentary Secretary* — L. N. Mishra — since May 28, 1957

*Secretary* — Vishnu Sahay, I.C.S. (also *Secretary, Cabinet Secretariat*) — since July 2, 1958.

self-sufficient both in matters regarding agriculture and industries which was emphasised in the Industrial Policy Resolution of April, 1948. As a result of this, the Planning Commission was set up in March, 1950, to formulate programmes of development and to secure their execution. In January, 1950, the Commonwealth Foreign Ministers' meeting in Colombo agreed upon the vital importance of the economic development of the South and South-East Asian countries for the maintenance of political stability in the area and the growth of an expanding world economy based upon multi-lateral trade. This Conference brought into being the Commonwealth Prime Ministers' Consultative Committee on South and South-East Asia and at the Committee's first meeting in Sydney

in May, 1950, the Governments of the Commonwealth countries agreed to draw up practical and realistic plans of development in a fixed period to run from the middle of 1951. The Planning Commission was consequently called upon in July, 1950, to prepare a six-year plan for economic development of the country which was later incorporated in the Colombo Plan. In July, 1951, the Planning Commission's major task of issuing a draft outline of the First Five Year Plan covering the period from April, 1951 to March, 1956, was undertaken. The final version of India's First Five Year Plan was submitted to Parliament in December, 1952. The Second Five Year Plan, covering the period from April, 1956 to March, 1961, was submitted to Parliament in May, 1956.

## II

## FUNCTIONS AND ORGANISATION

The functions of the Planning Commission

- (i) To make an assessment of the material, capital and human resources of the country, including technical personnel, and to investigate the possibilities of augmenting such of those resources as are found to be deficient in relation to the nation's requirements.
- (ii) To formulate a Plan for the most effective and balanced utilisation of the country's resources.
- (iii) To define the stages in which the Plan should be carried out and to propose the allocation of

resources for the due completion of each stage on a determination of priorities.

- (iv) To indicate the factors which are tending to retard economic development, and to determine the conditions which, in view of the current social and political situation, should be established for the successful execution of the Plan.
- (v) To determine the nature of the machinery which would be necessary for securing the successful implementation of each stage of the Plan in all its aspects.

- (vi) To appraise from time to time the progress achieved in the execution of each stage of the Plan and to recommend the adjustments of policy and measures that such appraisal might show to be necessary.
- (vii) To make such interim or ancillary recommendations as might be appropriate on a consideration of the prevailing economic conditions, current policies, measures and development programmes, or on an examination of such specific problems as may be referred to it for advice by Central or State Governments for facilitating the discharge of the duties assigned to it.

#### *First Five Year Plan*

From September, 1950, until its interim report was published in July, 1951, the Planning Commission was engaged, in co-operation with the Ministries of the Government of India and the State Governments, in examining in detail the development schemes under execution as well as those proposed to be taken up in the First Five Year Plan. The targets of investment and additional production for the First Plan were kept quite modest, particularly because, in 1950-51, the country was still trying to remedy the dislocation caused by the war and partition, and the shortages in food and essential raw materials. It was thought that this Plan would prepare the ground for a more rapid development of the country's economy in future.

Agricultural development, along with irrigation and the generation of electric power, had the highest precedence during the First Plan period. The development of transport and communications also received high priority. This inevitably limited investment by the public authorities on industries. Industrial expansion in the First Plan period was, therefore, left largely to private initiative and resources.

The actual outlay in the public sector over the five-year period was about Rs. 1,960 crores or 17 per cent less than the revised target of Rs. 2,356 crores (including adjustments).

#### *Second Five Year Plan*

The Second Five Year Plan, covering the period from April 1956 to March, 1961, was submitted to Parliament in May, 1956. The principal objectives of the Plan are:

- (i) An increase of 25 per cent in the national income.
- (ii) Rapid industrialization with particular emphasis on the development of basic and heavy industries.
- (iii) A large expansion of employment opportunities.
- (iv) A reduction of inequalities in income and wealth and a more even distribution of economic power.

The proposed development outlay of the Central and the State Governments amounts to Rs. 4,800 crores over the period of the Second Plan, as compared with the target of Rs. 2,356 crores and actual outlay of Rs. 1,960 crores under the First Plan.

## DISTRIBUTION OF PLAN OUTLAY BY MAJOR HEADS OF DEVELOPMENT

(1)	First Five Year Plan		Second Five Year Plan		Per cent increase of (4) over (2)
	Total provision (Rs. crores) (2)	Per cent (3)	Total provision (Rs. crores) (4)	Per cent (5)	
(a) <i>Agriculture</i>					
(i) Agricultural programmes	197	8.3	170	3.5	
(ii) Animal Husbandry	22	1.0	56	1.1	
(iii) Forests	10	0.4	47	1.0	
(iv) Fisheries	4	0.2	12	0.3	
(v) Co-operation	7	0.3	47	1.0	
(vi) Miscellaneous	1	..	9	0.2	
Total for Agriculture	241	10.2	341	7.1	
(b) <i>National Extension and Community Projects</i>	90	3.8	200	4.1	
(c) <i>Other Programmes</i>					
(i) Village Panchayats	11	0.5	12	0.3	
(ii) Local Development Works	15	0.6	15	0.3	
Total for Other Programmes	26	1.1	27	0.6	
A. Total for Agriculture and Community Development	357	15.1	568	11.8	59.1
(a) <i>Irrigation</i>	384	16.3	381	7.9	
(b) <i>Power</i>	260	11.1	427	8.9	
(c) <i>Flood control and other projects, investigations, etc.</i>	17	0.7	105	2.2	
B. Total for Irrigation and Power	661	28.1	913	19.0	38.1
(a) Large and Medium Industries	148	6.3	617	12.9	
(b) Mineral development	1	..	73	1.5	
(c) Village and Small Industries	30	1.3	200	4.1	
C. Industry and Mining	179	7.6	890	18.5	397.2
(a) Railways	268	11.4	900	18.8	
(b) Roads	130	5.5	246	5.1	
(c) Road Transport	12	0.5	17	0.4	
(d) Ports and Harbours	34	1.4	45	0.9	
(e) Shipping	26	1.1	48	1.0	
(f) Inland Water Transport	..	..	3	0.1	
(g) Civil Air Transport	24	1.0	43	0.9	
(h) Other Transport	3	0.1	7	0.1	
(i) Posts and Telegraphs	50	2.2	63	1.3	
(j) Other Communications	5	0.2	4	0.1	
(k) Broadcasting	5	0.2	9	0.2	
D. Transport and Communications	557	23.6	1,385	28.9	148.7

Contd. overleaf

## DISTRIBUTION OF PLAN OUTLAY BY MAJOR HEADS OF DEVELOPMENT—(Contd.)

(1)	First Five Year Plan		Second Five Year Plan		Per cent increase of (4) over (2)
	Total provision (Rs. crores)	Per cent	Total provision (Rs. crores)	Per cent	
	(2)	(3)	(4)	(5)	(6)
(a) Education	164	7.0	307	6.4	
(b) Health	140	5.9	274	5.7	
(c) Housing	49	2.1	120	2.5	
(d) Welfare of Backward Classes	32	1.3	91	1.9	
(e) Social Welfare	5	0.2	29	0.6	
(f) Labour and labour welfare	7	0.3	29	0.6	
(g) Rehabilitation	136	5.8	90	1.9	
(h) Special schemes relating to educated unemployment	..	..	5	0.1	
E. Social Services	533	22.6	945	19.7	77.3
F. Miscellaneous	69	3.0	99	2.1	43.5
Total Outlay	2,356	100.0	4,800	100.0	

The Planning Commission is primarily a staff agency to advise the Government of India in matters pertaining to planning and development. At the same time, the Commission has to undertake, from time to time, certain line functions like the enlistment of public co-operation in the implementation of the Plan, general direction and supervision of Community Projects and so on.

The Commission, at present, consists of 8 members. They are the Chairman (the Prime Minister), four full-time members (including the Deputy Chairman) and the Ministers for Planning, Defence and Finance. The Planning Minister is assisted by a Deputy Minister and a Parliamentary Secretary. The portfolios of the Members of the Commission are distributed as under :

1. General Planning and Social Services
2. Finance
3. Industries
4. Education and Health
5. International Trade and Development
6. Irrigation and Power

Each Member of the Commission is responsible for one or more subjects and the Deputy Chairman is responsible for the overall co-ordination and administration. The Planning Minister has also under his charge a number of subjects like any other Members of the Commission. In addition, he is responsible for the Commission to Parliament and the Cabinet.

The Commission has no Attached or Subordinate Offices under it. There is an organisation named the Programme

Evaluation Organisation working along with the Planning Commission.

# SECRETARIAT

The Secretariat Staff consists of:

Secretary (also Secretary to the Cabinet)	1
Joint Secretaries	4
Deputy Secretaries	3
Officers on Special Duty	3
Under Secretaries	5
Section Officers	16

The Commission is divided into three major parts:

- (i) Programme Advisers
- (ii) General Secretariat
- (iii) Technical Divisions

## (i) Programme Advisers

There are three senior officers designated as Advisers (Programme Administration), having the status of ex-officio Additional Secretaries to the Government of India, to assist the Members of the Commission in matters concerning field study and observation of various schemes and projects. They also assist the Commission in connection with the progress and implementation of various schemes and projects. In addition, these Advisers also pay specific attention to the various problems of finance, public co-operation and administration connected with the implementation of the Plan.

## (ii) General Secretariat

The General Secretariat has the following branches:

- (a) Administration Branches (General Branch, Administration Branch, O & M Section and Accounts Branch)

- (b) Plan Co-ordination Branch
- (c) General Co-ordination Branch
- (d) Information and Publicity Branch (Headed by the Director of Information)

## (iii) Technical Divisions

The Technical Divisions are responsible for:

- (a) Scrutinising and analysing various schemes and projects to be incorporated in the Plan.
- (b) Conducting technical studies and research regarding Plan projects and programmes.
- (c) Preparing study material and reports on the Plan.
- (d) Following up of Plan projects, etc.

The heads of technical divisions are generally subject-specialists, designated as Chiefs or Directors (a less senior officer is designated as Head), who are assisted by Deputy and Assistant Chiefs and some research staff.

A brief description of the Technical Divisions is given below:

### 1. Economic Division

The activities of this Division can be grouped into two main categories:

- (i) Overall aspects of Planning, and
- (ii) Assessment of resources.

In regard to overall aspects of Planning, the Division examines such issues as are connected with the size of the Plan, objectives and priorities and broad economic policy to be pursued for achieving the objectives of the Plan. In regard to resources, the main function of the Division is to work out an assessment of financial resources, domestic as well as foreign. The Division has

also to give an overall evaluation of the progress achieved over a particular period in economic terms. The Division has also to deal with references received from the Central Ministries, the State Governments and outside bodies and individuals.

## 2. *Education Division*

Problems connected with various types of education, such as general education, technical education, women's education, education for the handicapped, social education, physical education, rural education, etc., are studied in this Division. In addition, studies are also made on the following subjects:

- (a) Scholarships
- (b) Library development
- (c) School feeding and school health programme
- (d) Hindi and Regional languages
- (e) Cultural activities, archaeology, museums, National Academies, National Theatres, etc.
- (f) National Cadet Corps, Auxiliary Cadet Corps, Social Service Camps, Student and Youth camps etc.
- (g) Central assistance to States for educational development

## 3. *Food and Agriculture Division*

This Division undertakes work on the overall aspects of agricultural planning, both physical and financial. In particular, it is concerned with subjects such as planning of agricultural production, Grow More Food Schemes, agricultural marketing, development of warehouses, co-operation and agricultural credit, animal husbandry and dairying, fisheries, forest and soil conservation, agricultural

labour, village bodies and Community Development and National Extension Service. In addition to this, special studies are initiated from time to time on different aspects of agricultural production.

## 4. *Health Division*

This Division deals with all aspects of health problems in the country. Work relating to the Health Panel and other consultative bodies also forms a part of the Division's responsibility. Studies of the following types are also initiated in the Division to serve as a firm basis for future planning:

- (a) Collection of basic data on available health facilities
- (b) Studies of man-power resources and employment
- (c) Studies of:
  - (i) Hospital Statistics
  - (ii) Population Data
  - (iii) Vital and Epidemic Statistics
  - (iv) Health Statistics, morbidity, mortality
  - (v) Other specific subjects of importance

## 5. *Industry and Minerals Division*

Problems of policy programmes, etc., connected with various industries and minerals including the question of co-ordination with small scale industries are studied in this Division. It maintains close liaison with the Ministries of Commerce and Industry, Steel, Mines and Fuel and other technical organisations. The subjects dealt with in this Division include special studies on various items relating to development of industries.

### 6. *Labour and Employment Division*

All aspects of labour and employment problems are dealt with in this Division. In all its work, the division maintains close liaison with the Ministry of Labour and Employment.

### 7. *Land Reforms Division*

The functions of this Division are as follows:

- (a) To maintain continuous study of problems relating to the ownership, management, cultivation and distribution of land.
- (b) To assist the State Governments in determining and carrying out programmes of land reforms.
- (c) To evaluate and report from time to time upon the operation, progress and effects of measures of land reforms.
- (d) To recommend such measures and adjustments in land policy as may be necessary with a view to the fulfilment of the Directives of State Policy prescribed in the Constitution and the programmes and objectives of the Five Year Plan.
- (e) To assist the Central Committee for Land Reforms which deals with the pace and problems of land reforms in the different parts of the country.
- (f) To examine the land reforms proposals of the State Governments prior to their introduction in the State legislatures.

This Division keeps close liaison with the Ministry of Food and Agriculture.

### 8. *Natural Resources Division*

The subjects dealt with in this Division include irrigation, power, flood control,

drainage and other fields allied to water resources. The division is called upon to work on various Committees such as the Advisory Committee on Irrigation and Power Projects. The Division maintains close contact at technical level with the authorities in major irrigation projects. The Division collaborates with a number of national and international institutions and specialised agencies.

### 9. *Transport and Communications Division*

Special studies connected with transport planning are undertaken in this Division.

### 10. *Village and Small Industries Division*

The subjects dealt with in this Division cover the Central and the State programmes for the following village and small scale industries:

- (a) Normal khadi and Ambar khadi
- (b) Village Industries
- (c) Small Scale Industries including Industrial Estates
- (d) Handloom and Power-loom
- (e) Handicrafts
- (f) Silk and sericulture
- (g) Coir Industry

### 11. *Programmes Administration Division*

This Division brings together into common tables the public sector plan as a whole both from the Centre and the States. It also prepares and co-ordinates material for periodical reports on the progress of the Plan.

### 12. *Statistics and Surveys Division*

The main functions of the division are as follows:

- (a) To promote, through State Statistical Bureaus and Statistical

agencies in the Centre, the collection, checking and analysis of statistics relating to the Plan and the progress of its implementation.

- (b) To maintain essential statistics needed by the Planning Commission on the Plan and its progress.
- (c) To prepare periodical progress reports.

#### 13. *Local Development Works Branch*

This Branch concerns itself with schemes which have their origin in the people themselves working through voluntary associations, village panchayats, etc. The Local Development Works programme is implemented, for the best part, through the agency of the State Governments subject to certain basic principles laid down by the Planning Commission.

#### 14. *Housing Section*

This Section deals with policy programmes, etc., relating to various aspects of Housing, Town and Country Planning including Regional Planning. The Section keeps a close liaison with the Ministries of Works, Housing and Supply, Labour and Employment, Railways, Community Development and Home Affairs.

#### 15. *Scientific and Industrial Research Section*

The Section is concerned with work in the field of scientific and industrial research in relation to national development. It ensures that information regarding development in scientific research flows into the Planning Commission regularly. It also deals with the work of the panel of scientists. Within the Planning Commission, this Section is responsible for the work of certain important scientific institutions, organisations and associa-

tions, universities, laboratories and rural scientific centres.

#### 16. *Social Welfare Section*

This Section deals with social welfare and welfare of backward classes. It maintains liaison with the Ministries of Home Affairs, Education and Community Development, the Central Social Welfare Board and various Welfare Departments of the State Governments. The Section is also in touch with different non-official agencies at all-India and State levels.

#### 17. *Public Management Studies Section*

This Section is concerned with the study of problems of organisation and administration of public enterprises and Panchayats. It keeps itself in touch with studies being made in the Ministries, enterprises and universities of the country and also with studies made in other countries. The work of the Section is expected to be co-ordinated with the work organised by the Indian Institute of Public Administration and other similar institutions.

#### 18. *Perspective Planning Section*

This Section deals with questions of general policy affecting long term planning and development of basic industries in the context of rapid industrialisation. It is also concerned with problems relating to long range prospects of development of power resources, transport service, pattern of agricultural development and employment in relation to increase in productivity.

#### 19. *Scientific and Technical Manpower Section*

This Section deals with subjects relating to assessment of manpower, training and apprenticeship, engineering personnel,

technical personnel requirements and service conditions of technical personnel.

#### 20. *Prohibition Section*

The functions of this Section are to co-ordinate the work on prohibition taking place in different States. Information regarding the area and population covered by prohibition, methods of improvement, problems arising out of enforcement, changes in the law and other connected problems, is collected, analysed and processed. The Section also maintains statistics regarding area, population, financial effects and incidence of crime. It also initiates suggestions for assistance to prohibition through properly organised campaigns of publicity and keeps in touch with leading voluntary organisations in this respect.

#### 21. *International Trade and Development Section*

The main functions of this Section are to investigate the role that foreign trade plays in the economic development of India as also to study economic development in the countries abroad, especially under-developed areas, with a view to assessing their effect on Indian development. The Section also deals with certain aspects of India's current trade with foreign countries and undertakes a syste-

matic study of trends in the country's exports and imports at periodical intervals.

#### *Programme Evaluation Organisation*

The Programme Evaluation Organisation was set up in August, 1952, for making a systematic and periodic assessment of the methods and results of the community development programme. Although the Programme Evaluation Organisation is administratively linked with the Planning Commission, it is, for all practical purposes, an independent organisation and is assisted in technical matters by the Programme Evaluation Board. The main functions of the Programme Evaluation Organisation are:

- (a) Making a systematic recurring evaluation of the methods and results of the Community Development Programme by keeping all concerned apprised currently of the progress being made towards accomplishing the programme objectives.
- (b) Pointing out those extension methods which are proving effective and which are not.
- (c) Furnishing an insight into the impact of the Community Development Programme upon the economy and culture of India.

### III

## ADVISORY BODIES

Some of the important advisory bodies functioning in the Commission are:

#### (i) *National Development Council*

In order to strengthen and mobilise the effort and resources of the nation in

support of the Plan, to promote common economic policies in all vital spheres and to secure the balanced and rapid development of all parts of the country, the National Development Council was set up by the Government of India on

the recommendations of the Planning Commission.

The functions of the National Development Council are:

- (a) To review the working of the National Plan from time to time.
- (b) To consider important questions of social and economic policy affecting national development.
- (c) To recommend measures for the achievement of the aims and targets set out in the National Plan, including measures to secure the active participation and co-operation of the people, improve the efficiency of the administrative services, ensure the fullest development of the less-advanced regions and sections of the community, and, through sacrifice borne equally by all citizens, build up resources for national development.

The National Development Council makes its recommendations to the Central and the State Governments. It is composed of the Prime Minister and the Chief Ministers of all the State Governments and the Members of the Planning Commission. The Secretary of the Planning Commission acts as the Secretary of the National Development Council.

#### (ii) *Committee on Plan Projects*

The Committee on Plan Projects was set up in September, 1956, with the Home Minister as its Chairman. The Ministers of Finance and Planning are also members of the Committee. In addition, the Prime Minister, as Chairman of the National Development Council, nominates two Chief Ministers of States as members of the Committee

each for a class of projects. The Central Minister concerned with the project or a class of projects under investigation is also co-opted as a member of the Committee. The important functions of the Committee are:

- (a) To organise investigations, including inspections, in the fields of important projects, both at the Centre and in the States, through specially selected teams. The teams are composed of technical personnel and eminent public men with experience of the subjects detailed for study.
- (b) To initiate studies with the object of evolving suitable forms of organisation, methods, standards and techniques for achieving economy, avoiding waste and ensuring efficient execution of projects.
- (c) To promote the development of suitable machinery for continuous efficiency audit in individual projects and in agencies responsible for their execution.
- (d) To secure the implementation of suggestions made in reports submitted to the Committee on Plan Projects and to make the results of studies and investigations generally available.
- (e) To undertake such other tasks as the National Development Council may propose for the promotion of economy and efficiency in the execution of the Second Five Year Plan.

The Committee on Plan Projects has since set up three study teams on 'Community Development and National Extension Service', 'Irrigation and Power', and 'Building Projects'.

(iii) *Advisory Committee on Irrigation and Power Projects*

The function of the Committee on Irrigation and Power Projects is to examine projects proposed by the State and the Central Governments and other authorities and satisfy itself:

- (a) That the schemes have been prepared after detailed investigation.
- (b) That the estimates are complete and correct technically.
- (c) That the financial forecasts and estimates and benefits derivable are based on accurate data and are reliable.

The Committee is headed by the Deputy Minister for Planning and a representative each of the Central Water and Power Commission, the Ministries of Irrigation and Power and Finance and the Central Board of Irrigation and Power act as its members.

(iv) *Co-ordination Committee for Public Co-operation*

The Co-ordination Committee for Public Co-operation was set up in 1952, with the Chairman and the Deputy Chairman of the Commission as the Chairman and the Deputy Chairman respectively of the Committee. The Committee represents the top leadership of various groups in the country and is primarily concerned with matters of general policy and direction in relation to public co-operation. It has also to consider, *inter alia*, the practical methods for the closer association and co-operation of the people in the formulation and implementation of the various programmes in the Plan and to make recommendations for carrying them out to the maximum extent possible.

With a view to securing the association of officials and non-officials who have special knowledge and experience in their respective fields in the work of the Planning Commission, and with the object of obtaining their constant help and advice, the Planning Commission has also constituted a number of panels on different subjects. At present, there are the panels of Economists and Scientists and panels for Education, Health, Housing, Regional Planning, Labour, Land Reforms, etc. In all, there are seven Panels.

There is also a Research Programmes Committee to initiate and encourage research on economic, social, administrative and political aspects of development. The Research Programmes Committee is headed by the Deputy Chairman of the Planning Commission and consists of eminent social scientists. There is also an Informal Consultative Committee of the Members of Parliament for the Planning Commission.

TOTAL STRENGTH OF STAFF

Secretariat	369
Programme Evaluation Organisation and Community Projects Administration	240

Some of the important publications brought out by the Planning Commission are as follows:

1. *First Five Year Plan*
2. *Programmes of Industrial Development (1951-56)*
3. *Development Schemes (1951-52)*
4. *Annual Progress Reports*
5. *Progress of the Plan*
6. *Second Five Year Plan*
7. *Programmes of Industrial Development (1956-61)*

In addition, various casual publications like *Outline Plan, Social Welfare, Public Participation in the National Development*, are published from time to time.

**SPECIAL AGENCIES MENTIONED  
IN THE CONSTITUTION**

## UNION PUBLIC SERVICE COMMISSION

THE establishment of a Public Service Commission in India in 1926 had behind it a persistent demand for greater and greater degrees of Indianisation of the Superior Civil Service from the last quarter of the 19th century onwards. During the East India Company's rule, the principal civil offices in India were reserved to the Covenanted Civil Service. This service came to be called the Covenanted Civil Service from the covenants which its members had to execute with the Company. Nominations to this service were made by the Directors of the Company until 1853, when the right was withdrawn by an Act of Parliament and the appointments were thrown open to competition. The first examination was held in 1855 and all natural-born subjects of the British Government, whether Indians or Europeans, were eligible to compete. Owing, however, to various difficulties, specially difficulties attendant on a voyage to England, the number of Indians who entered the service by this means was small. As, in course of time, the need for more Indians in the higher ranks of

the civil service came to be felt, an Act of Parliament, passed in 1870, provided that duly selected Indians could be admitted to any of the offices hereafter reserved to the Indian Civil Service. After prolonged correspondence, the regulations to give effect to the provisions of the Act were issued in 1879 leading to the constitution of what was called the 'Statutory Civil Service'. The main feature of this scheme was nomination by the local governments subject to the approval of the Government of India and the Secretary of State. This scheme failed to meet the demand for greater representation of Indians in the higher branches of the Public Services. In the year 1886, a Public Service Commission was appointed by the Government of India with Sir Charles Aitchison, the then Lieutenant-Governor of the Punjab, as its President. Amongst other matters connected with the Public Services in India, the Commission was instructed to consider specially the extent and the ground of dissatisfaction felt by the Indians at the prevailing system under which appointments of Indians were made to posts ordinarily reserved for members of the Indian Civil Service in accordance with the rules framed under the Government of India Act, 1870.

In the context of this situation, the 1866-67 Public Service Commission recommended that the number of

*Chairman* — V. S. Hejmadi — since December 10, 1955; *Members* — S. V. Kanungo — since October 29, 1952; J. S. Pillai — since September 17, 1955; J. N. Mukherjee — since October 11, 1956; P. L. Verma — since November 24, 1956; C. V. Mahajan — since January 1, 1956; G. S. Mahajini — since August 1, 1957; S. H. Zaheer — since June 1, 1957.

appointments reserved for the members of the Indian Civil Service, in accordance with the provisions of the Indian Civil Services Act, 1861, should be reduced and appointments so set free should be transferred to a local service to be called 'Provincial Civil Service' and to be separately recruited for in India in each Province.

The recommendations of the Commission were approved generally by the Government of India and the Secretary of State for India and the system of appointments by nomination to the Statutory Civil Service introduced in the year 1879, was abandoned and the terms 'Covenanted' and 'Uncovenanted' service were abolished. Admission to the provincial services was regulated by rules framed by the Local Governments and approved by the Government of India.

These measures failed to satisfy the aspirations of educated Indians and consequently a Royal Commission on the Public Services was appointed in September, 1912, with Lord Islington as the Chairman, to examine and report on the existing limitations in the employment of Indians in the superior civil services as well as on the working of the existing system of division of services into 'Imperial' and 'Provincial'. For extending the appointments of non-Europeans in two of the most important services, viz., the Indian Civil Service and the Indian Police Service, the Islington Commission recommended that roughly three-quarters of the superior posts in these two services might be recruited for in England and one-quarter in India. This represented the pattern

underlying the recommendations made with regard to recruitment for other superior services for which different percentages of recruitment to be made in England and in India were suggested.

Before the report of the Islington Commission could be taken into consideration, the facts upon which it was based had substantially changed and an entirely new policy to ensure increasing association of Indians in every branch of administration and the gradual development of self-governing institutions with a view to the progressive realisation of responsible government in India as an integral part of the British empire was announced by the Secretary of State for India on August 20, 1917. In pursuance of this declaration, the Secretary of State visited India in the winter of 1917-18, and in collaboration with the then Viceroy of India made detailed enquiry on the spot. The result of this enquiry was embodied in the Montagu-Chelmsford Report on Indian Constitutional Reforms which was published in 1918.

With regard to the recommendations of the Islington Commission that twenty-five per cent of the superior posts in the Indian Civil Service and the Indian Provincial Service should be recruited for in India, the authors of the Montagu-Chelmsford Report observed that changed conditions warranted some increase in the proportion and, accordingly, they suggested that thirty-three per cent of the superior posts in these two services should be recruited for in India and the percentage should be increased by half per cent annually until the periodic Commission was appointed to re-examine

the whole subject. With regard to all other services recruited for in England they added that there should be a fixed percentage of recruitment in each case increasing it annually.

Orders regarding the Indianisation of the services, as recommended by the Islington Commission, were passed in the year 1919 and 1920 in the light of the suggestions contained in the Report on Indian Constitutional Reforms.

The Montagu-Chelmsford Report formed the subject of lengthy and elaborate discussion in India and in England and out of it finally emerged the Government of India Act of 1919. Section 96(C) of the Act provided for the establishment in India of a Public Service Commission which would discharge in regard to recruitment and control of public services in India such functions as might be assigned to it by the rules to be made by the Secretary of State for India.

The orders on the recommendations of the Islington Commission, which were passed during the years 1919-20, failed to meet the situation. At the same time, the immediate effect of the passing of the Government of India Act of 1919 was reduction in European recruitment. While the Secretary of State for India was busy in going into these problems, the Government of India was being pressed for accelerating Indianisation. There was thus a need for a fresh and comprehensive enquiry into the matter which led to the appointment in June, 1923, of a Royal Commission on the Superior Civil Service in India under the Chairmanship of Viscount Lee of Fareham.

The Lee Commission recommended that appointment to the All-India Services

in the 'Reserved' fields of administration should continue to be made by the Secretary of State for India and as regards the services included in the 'Transferred' field it recommended that the personnel required for these branches of administration should be recruited by Local Governments. Regarding the Central Services, the Commission recommended that appointments to certain specified services should be made by the Secretary of State and to the rest by the Government of India.

#### *The Establishment of the Public Service Commission*

With regard to the establishment of a Public Service Commission, the Lee Commission's recommendations were as follows:

- (i) The Public Service Commission contemplated by the Government of India Act, 1919, should be constituted without further delay. It should be an All-India body and consist of five commissioners of the highest public standing, detached as far as practicable from political associations and possessing, in the case of at least two amongst them, high judicial or legal qualifications.
- (ii) The functions of the Commission should fall, at the outset, into two categories, (a) recruitment, (b) certain functions of a quasi-judicial character in connection with the disciplinary control and protection of the Services.
- (iii) As regards (a), it should be charged with the duty of recruitment for the All-India Services,

as the agent of the Secretary of State, so far as it is carried out in India, and of recruitment for the Central Services (and, if a Local Government should so desire, for the Provincial Services) as the agent of the Secretary of State, the Government of India or Local Government as the case may be. The Commission should also be the final authority for determining, in consultation with the Secretary of State, the Government of India or Local Governments, as the case may be, the standards of qualification and the methods of examination for the Civil Services so far as recruitment in India is concerned.

- (iv) As regards (b), appeals to the Governor-General-in-Council by an aggrieved officer against such orders of Local Governments as are declared by the Governor-General-in-Council to be appealable should be referred to the Commission, which should report its findings to the Governor-General-in-Council and its recommendations as to action, without prejudice to the right of appeal of the aggrieved officer to the Secretary of State provided the Commission certify his case as a fit one for such appeal. Appeals from the Government of India which now lie to the Secretary of State should, in the first instance, be referred to the Commission in the same manner as in the case of appeals to the Government of India, and the

Commission should submit its report to the Secretary of State. When a breach of the legal covenant [Vide recommendation (iii)] between an officer and the appointing authority is alleged, the Commission should certify whether *prima facie* it is a fit case for adjudication in a Civil Court. If such certified case is sustained by the Court, the whole costs should be defrayed by the Government concerned.

- (v) Apart from the determination of standards of qualification and methods of examination, the Commission would not ordinarily be concerned with the Provincial Services. Its knowledge and experience would merely be placed at the disposal of Local Governments if desired. The Chairman of Provincial Selection Boards would constitute the link between the Commission and the Local Governments.

Following the report of the Lee Commission, one-fifth of the vacancies in the Indian Civil Service were filled by promotion from the Provincial Services and one-half of the remaining vacancies were filled by Indians and provision was made for the progressive Indianisation of other Imperial Services. Consequent on the devolution of powers in certain matters to the Provincial Governments, recruitment to Imperial Services concerned with some of the transferred subjects ceased after 1924; in particular, recruitment for the Imperial Educational, Agricultural, Veterinary, Engineering (Roads and Buildings) Services

was closed, and new Provincial Services were created in their place.

As provided by the Government of India Act, 1919 and recommended by the Lee Commission, the Public Service Commission, as it was first named, was established in the year 1926. The Commission consisted of four members in addition to the Chairman. Sir Ross Barker, a Member of the Home Civil Service of the United Kingdom, was appointed as the first Chairman, who organised the work of the Commission. The Commission came to be known as the Federal Public Service Commission when the Government of India Act, 1935, came into force. The Constitution of India provides for the establishment of a Public Service Commission for the Union and a Commission for each State. Two or more States may, however, agree to have a Joint Commission. The Union Public Service Commission may also agree, with the approval of the President, to serve all or any of the needs of a State at the request of the Governor of that State. The President may, by regulations—

- (a) determine the number of members of the Commission and their conditions of service; and
- (b) make provision with respect to the number of members and the staff of the Commission and their conditions of service.

The strength of the Union Public Service Commission as on 1st January, 1958, was seven members, in addition to the Chairman. The Chairman and other members of the Commission are appointed by the President.

As nearly as may be one-half of the members of the Commission are persons

who on the dates of their respective appointments have held office for at least ten years either under the Government of India or under the Government of a State, and in computing the period of ten years, any period before the commencement of the Constitution during which a person has held office under the Crown in India or under the Government of an Indian State is included.

A member of the Commission holds office for a term of six years from the date on which he enters upon his office or until he attains the age of sixty-five years, whichever is earlier. He may, by writing under his hand addressed to the President, resign his office.

The Chairman or a Member of the Commission can be removed from office only by an order of the President under the following circumstances:

- (a) On the ground of misbehaviour after the Supreme Court, on reference being made to it by the President, has, on enquiry held in accordance with the procedure prescribed in that behalf under Article 145 of the Constitution of India, reported that the Chairman or such other member, as the case may be, ought, on any such ground to be removed (or pending enquiry into such a case by the Supreme Court, the President may suspend from office the Chairman or a Member of the Commission until he has passed orders on receipt of the report of the Supreme Court on such reference);
- (b) if he is adjudged as insolvent; or
- (c) if he engages, during his term of

office, in paid employment outside the duties of his office; or

- (d) if he is, in the opinion of the President, unfit to continue in office by reason of infirmity of mind or body.

On ceasing to hold office—

- (a) the Chairman of the Commission is ineligible for further employment either under the Government of

India or under the Government of a State;

- (b) a Member of the Commission is, however, eligible for appointment as the Chairman of the Union Public Service Commission or of a State Public Service Commission, but not for any other employment either under the Government of India or under the Government of a State.

## II

### FUNCTIONS AND ORGANISATION

The functions of the Union Public Service Commission are laid down in Article 320 of the Constitution of India, according to which:

- (1) It shall be the duty of the Commission to conduct examinations for appointments to the services of the Union.
- (2) It shall also be the duty of the Commission, if requested by any two or more States so to do, to assist those States in framing and operating schemes of joint recruitment for any services for which candidates possessing special qualifications are required.
- (3) The Commission shall be consulted:
  - (a) on all matters relating to methods of recruitment to civil services and for civil posts;
  - (b) on the principles to be followed in making appointments to civil services and posts and in making promotions and transfers from one service to another and on the suitability of candidates for such

appointments, promotions or transfers;

- (c) on all disciplinary matters affecting a person serving under the Government of India in a civil capacity, including memorials or petitions relating to such matters;
- (d) on any claim by or in respect of a person who is serving or has served under the Government of India or under the Crown in India in a civil capacity, that any costs incurred by him defending legal proceedings instituted against him in respect of acts done or purporting to be done in the execution of his duty should be paid out of the Consolidated Fund of India; and
- (e) on any claim for the award of a pension in respect of injuries sustained by a person while serving under the Government of India or under the Crown in India in a civil capacity and any question as to the amount of any such award,

and it shall be the duty of the Commission to advise on any matter so referred to them and on any other matter which the President may refer to them.

The Constitution also provides that the President may make regulations specifying the matters concerning all-India Services and also other services and posts in connection with the affairs of the Union in which either generally or in any particular class of case or any particular circumstances, it shall not be necessary for the Commission to be consulted.

The Constitution lays down that:

- (i) Nothing in (a), (b), (c), (d), and (e) above shall require the Commission to be consulted as respects the manner in which provision is made by the Government for the reservation of appointments or posts in favour of any backward classes or citizens who, in the opinion of the Government, are not adequately represented in the services.
- (ii) All regulations made by the President specifying the matters in which it shall not be necessary for the Commission to be consulted, as indicated above, shall be laid for not less than fourteen days before each House of Parliament, as soon as possible after they are made and shall be subject to such modifications, whether by way of repeal or amendment, as both Houses of Parliament may make during the session in which they are so laid.

Since the inception of the Commission, the Government of India has

followed the convention of accepting the recommendations made by the Commission. Previously, when the Government or any particular Department did not agree to the Commission's recommendation, the Chairman was allowed to place the viewpoints of the Commission before the Governor-General at a personal meeting. According to the present procedure, if any Ministry or Department considers it essential to depart from the advice of the Commission regarding a selection for appointment, a decision to that effect has to be taken by the Government as a whole through the Appointments Sub-Committee of the Cabinet, consisting of the Prime Minister, the Home Minister and the Minister administratively concerned with the case, the Finance Minister joining the Sub-Committee in the event of the dissenting Ministry happening to be the External Affairs or the Home Ministry. Such cases in which the Commission's advice is not accepted are mentioned by them in a report presented annually to the President in accordance with Article 321(1) of the Constitution. The Constitution also lays down that the President shall cause a copy of the report to be laid before each House of Parliament with a Memorandum explaining, in respect of cases in which the Commission's advice was not accepted, the reasons for such non-acceptance.

A brief description of some of the important functions rendered by the Commission is given below:

#### 1. *Examinations*

The Commission conducts the following open competitive examinations:

- (A) *The Indian Administrative Service and Allied Services, Combined Competitive Examination for recruitment to:*
- (i) The Indian Administrative Service
  - The Indian Foreign Service
  - (iii) The Indian Police Service
  - (iv) The Indian Audit and Accounts Service
  - (v) The Indian Customs and Excise Service
  - (vi) The Indian Defence Accounts Service
  - (vii) The Indian Railway Accounts Service
  - (viii) The Indian Income-tax Service, Class I
  - (ix) The Indian Postal Service, Class I
  - (x) The Military Lands and Cantonments Service, Class I and Class II
  - (xi) The Transportation (Traffic) and Commercial Departments of the Superior Revenue Establishment of Indian Railways
  - (xii) The Central Secretariat Service, Grade III, Assistant Superintendents (Class II Gazetted)
- (B) *The Engineering Services, Examination for recruitment to:*
- (i) The Indian Railway Service of Engineers
  - (ii) The Signal Engineering Department of the Superior Revenue Establishment of Indian Railways
  - (iii) The Electrical Engineering Department of the Superior Revenue Establishment of Indian Railways
  - (iv) The Mechanical Engineering and Transportation (Power) Departments of the Superior Revenue Establishment of Indian Railways
  - (v) The Central Engineering Service, Class I and Class II
  - (vi) The Central Electrical Engineering Service, Class I and Class II
  - (vii) The Telegraph Engineering Service, Class I
  - (viii) The Telegraph Traffic Service, Class II
  - (ix) The Military Engineering Service, Class I
  - (x) The Indian Ordnance Factories Service, Class I
- (C) *The Survey of India, Class I and Class II Service Examination*
- (D) *Examination for recruitment of Special Class Railway Apprentices in the Mechanical Engineering and Transportation (Power) Departments of the Superior Revenue Establishment of Indian Railways*
- (E) *The Defence Services Examination for admission to:*
- (i) The National Defence Academy
  - (ii) The Military College
  - (iii) The Indian Air Force Flying College
  - (iv) The Commissioned Ranks of the Indian Navy
- (F) *The Army Medical Corps Examination*
- (G) *The Ministerial Services Examination for recruitment of:*
- (i) Assistants in the Government of India Secretariat and its Attached Offices

- (ii) Lower Division Clerks in the Government of India Secretariat and its Attached Offices
- (iii) Stenographers in the Government of India Secretariat and its Attached Offices

(H) *Type-writing tests for Ministerial Staff of the Sectional and Attached Offices*

All these examinations are conducted at suitable centres for the convenience of the candidates. Supervisors for these examination centres are appointed by the Commission where necessary with the assistance of the State Public Service Commissions and the State Governments. Examiners for marking the answer papers are also appointed by the Commission. As regards the standard, syllabus and curriculum for each examination, these are fixed by the Commission in consultation with the Ministries and educationists.

Candidates competing for the All-India Services and the Central Services have also to appear at a personality test after they have qualified in the written test. Till recently the position was that those failing to reach a prescribed minimum standard at the personality test were disqualified, even though they might have attained a high standard in the written test. It was recently decided that the personality test will no longer carry any qualifying minimum marks. The marks secured in the personality test would be added to the marks obtained in written papers and the candidates would be ranked on the basis of the total marks. The Board of Examiners for such a personality test is constituted by the Commission with the utmost care. In all

such cases the Chairman or a Member of the Commission presides over the Board, which also includes an educationist of high standing and representatives of the Ministries (including one or more senior officers of the Indian Civil Service).

2. *Direct Recruitment by Interview*

There are a large number of posts in the Government of India for which more or less ready-made personnel has to be obtained for undertaking responsible duties immediately after appointment. With the increase of governmental activities after the attainment of independence, the number of such posts has been rapidly on the increase. The recruitment for such posts, which cannot be filled by promoting persons already in any organised service, is made by a system of competitive interview conducted by the Commission. A representative of the Ministry concerned also takes part in such interviews in an advisory capacity. For posts requiring technical, scientific or specialised qualifications, one or more specialists or experts of standing, unconnected with the Ministry concerned, are also associated with the interview as advisers to the Commission. Advertisements for such posts are given wide publicity in important daily newspapers of India.

3. *Promotion*

Many of the senior posts, particularly in the regularly organised scales and services, are filled by promotion of officers who have acquired a certain amount of experience in junior posts in those services. Recommendations for such promotion

are made initially by a departmental promotion committee, consisting of a Member of the Commission as Chairman and senior officers of the Ministry or Department concerned, and are then placed before the Commission for final ratification when such ratification is necessary according to the rules on the subject.

#### 4. *Temporary Appointments and Re-Employment*

The Commission is consulted about certain other aspects of recruitment, such as, temporary appointments for periods exceeding one year but not exceeding three years and re-employment of Government servants who have attained the age of superannuation.

#### 5. *Disciplinary Cases*

In disciplinary cases, the Commission has to be consulted before orders are passed by the President imposing any penalty on a Government servant. The Commission is also consulted before the President passes an order on an appeal, petition or memorial against any disciplinary order passed by any authority subordinate to the President.

#### 6. *Quasi-Permanency Cases*

In order to afford greater security of tenure to the large number of Government servants who are employed on a temporary basis, the Government of India promulgated the Central Civil Services (Temporary Service) Rules, 1949. These rules and a set of similar rules governing Civilians in Defence Services, provide for temporary employees being declared as quasi-permanent on the

completion of three years of approved service, provided they are within the age limits and have the necessary qualifications prescribed for the posts in question. Quasi-permanency has to be granted by the Government in consultation with the Commission wherever direct recruitment to the post in question is within the purview of the Commission.

#### 7. *Reimbursement of Legal Expenses*

Government servants are sometimes prosecuted in respect of acts done or purporting to be done in the execution of their official duty. The claims for reimbursement of the legal expenses incurred by them in defending themselves are referred to the Commission under Article 320 (3) (d) of the Constitution. In such cases, the Commission has to examine the reasonableness of the claim with reference to the circumstances of each particular case and to advise the Government as to the amount that should be reimbursed.

#### 8. *Extraordinary Injury Pensions*

The Commission is required to be consulted on any claim for the award of a pension in respect of injuries sustained by Government servants while serving under the Government of India in a civil capacity and any question as to the amount of any such award.

The Union Public Service Commission is an independent statutory body, consisting of a Chairman and seven Members (as on 1-1-1958). Its relations with the Government of India are co-ordinated by the Ministry of Home Affairs, but in its

day-to-day work in the discharge of its statutory responsibilities, it deals directly with the different Ministries and Departments of the Government of India. The Commission has no Attached and Subordinate Office under it.

#### SECRETARIAT

The Secretariat staff of the Commission comprises:

Secretary	1
Deputy Secretaries	6
Under Secretaries	15
Section Officers	40

In addition to the branches dealing with the house-keeping functions, the office of the Commission is organised into the following branches:

- (i) Examination Branch
- (ii) Recruitment Branch
- (iii) Services Branch
- (iv) Appointments Branch
- (v) Confidential Branch

#### TOTAL STRENGTH OF STAFF

Secretariat	544
(excluding Class IV Staff)	

Some of the important publications brought out by the Commission are:

- (i) *Annual Report* of the Commission
- (ii) *Handbook of Examinations*
- (iii) Pamphlets Part I containing Rules and Question Papers for each examination conducted by the Commission
- (iv) Pamphlets Part II containing Result and Review of each examination

## INDIAN AUDIT AND ACCOUNTS DEPARTMENT

THE HISTORY of the Indian Audit and Accounts Department dates back to 1753, when the East India Company provided for an Accountant-General for Bengal. Prior to 1857, the various Provinces had their own independent Civil Accounts Establishments and in 1857, these independent Accounts Establishments were amalgamated into an Imperial Establishment under the control of an Accountant-General to the Government of India.

In 1858, after the East India Company's administration was taken over by the Crown, and the Secretary of State-in-Council came into existence, the post of an Accountant-General in that office was created to compile accounts of transactions of the Government of India taking place in England. Simultaneously, an Auditor (subsequently known as Auditor, Indian Home Accounts and re-designated as Director of Audit, Indian Accounts in London), was appointed for the audit of the Indian Accounts in England.

In 1860-61, in the wake of vigorous financial reforms, occasioned largely by financial embarrassments and administrative disorganisation caused by the Mutiny, the Imperial Accounts Department was formed to deal with 'Public Works' and 'Postal Accounts', and as a result of the

recommendation of the Commission appointed to enquire into the system of accounts, the system of separated Audit and Accounts was given up, the Accounts Officers were made responsible also for internal audit; and the Accountant-General to the Government of India was designated as the Auditor-General.

Briefly, from the year 1860, the Accounts Department in India was organised in the following classes:

- (i) Civil Accounts Offices in the Provinces;
- (ii) Postal Accounts Offices;
- (iii) Public Works and Railway Accounts Offices; and
- (iv) Military Accounts Offices.

In the year 1861, an Imperial Accounts Department (Military), was created, and in 1864, this Department was placed under the administrative control of the Military Finance Department. However, in all matters pertaining to audit, the Department was treated as subordinate to the Auditor-General.

In 1910, the Public Works accounts offices were merged with the Civil Audit and Accounts offices, and the Railway Accounts offices became separate organisations under the Auditor-General, till they were taken over by the Railway Board.

The gradual increase of activities of the Postal Department led to the

establishment of a Comptroller of Post Office Accounts in 1860, under the Auditor-General. The relation of the Comptroller of Post Office Accounts with the Auditor-General was in every respect the same as with all Civil Accountants-General.

In accordance with the recommendations made by the Comptroller of Post Offices in 1900, an Audit Board was set up in 1860 with two Members, one, the Auditor-General of India, and the other, the Head of the Military Finance Department. The duty of the Board consisted in settling points relating to accounts which were sent to it for decision, acting as a Board of Appeal. In 1864, another Committee was appointed to investigate into the system of audit and accounts, and its recommendations formed, in general, the basis of the existing system of audit and accounts in India. Its main recommendation was about the introduction of the post-audit system of Accounts in most of the Provinces. Owing to the re-organisation in the Military Finance Department, the post of the second Member of the Audit Board was abolished in 1865, and the Board of Audit was reduced to comprise one Member (the Auditor-General himself). Later, due to certain administrative reasons, the Board was abolished. The decision of the Auditor-General from this time onward was treated as sufficient and final in audit, and in the same year he was designated as the Comptroller-General, and the Principal Accounts Officers in the Provinces were designated as Accountants-General.

In 1881, the question of the independent audit of Government transactions

was raised by the Secretary of State for India, and it was considered necessary that the Comptroller-General should do more detailed appropriation audit. In order to give due prominence to his duties and the appropriation audit carried out by him, the Comptroller-General was designated as the "Comptroller and Auditor-General". The Comptroller-General had hitherto also acted as an Accountant-General to the Government of India, but on his appointment as the Comptroller and Auditor-General in 1884, he was relieved of his accounting functions and a separate officer was appointed under him with the title of "Comptroller of Indian Treasuries". From this time onwards, the work of the Comptroller and Auditor-General tended to become more and more a work of supervision, compilation, review, and examination of figures and statements on behalf of the Central Government. One of the duties of the Comptroller-General was to prepare a consolidated account for the whole of India for submission to the Government of India and he, through his Deputies, inspected and conducted test audit of all offices of accounts (Civil and Departmental), and had to satisfy the Government that detailed audit conducted by the local and Departmental Accounts Officers was efficient.

The Comptroller and Auditor-General was also saddled with considerable amount of executive functions like the management and regulation of the currency in India and was concurrently designated as the "Head Commissioner of the Paper Currency". In 1913, he was relieved of this work on the formation of a separate office of the Controller of

Currency. He then came to be styled as the Auditor-General.

The subsequent history of the Department falls into the following four distinct periods:

- (i) Period from the Government of India Act, 1919 to that of 1935;
- (ii) Period from 1935 to the transfer of Power in 1947;
- (iii) Period from 1947 to the promulgation of the Constitution on the 26th January, 1950; and
- (iv) Period from the 26th January, 1950.

The Auditor-General was for the first time afforded a statutory status with the introduction of the Constitutional Reforms of 1919, *vide* Section 96 (D) (i) of the Government of India Act, 1919, which provided that an Auditor-General in India shall be appointed by the Secretary-of-State-for-India-in-Council and shall hold office during His Majesty's pleasure. By rules framed under the Act by the Secretary-of-State-in-Council, he was made independent of the Government of India. He was also recognised as the administrative head of the Indian Audit Department.

The Government of India Act of 1935 marked one further step in the raising of the status and position of the Auditor-General. Provision was made that he should only be removed from office in like manner and on like grounds as a Judge of the Federal Court. The conditions of his service were to be prescribed by His Majesty in Council and he was made ineligible for further office after retirement. His salary was made chargeable on the revenues of the Federation. His reports relating to the accounts of the

Federation and the States were for the first time enjoined to be laid by the Governor-General/Governor before the Federal/Provincial Legislature. The powers and duties of the Auditor-General were detailed in the Government of India (Audit and Accounts) Order, 1936, read with the Indian and Subsidiary Accounts Rules, 1937.

One of the special features of the Government of India Act, 1935, relating to the Audit and Accounts function was the provision it made for the appointment of a Provincial Auditor-General. This provision, however, was not acted upon by any of the Provinces and it lapsed with the promulgation of the Constitution of India in January, 1950.

Adaptations made in August, 1947, as a result of the Indian Independence Act, maintained the *status quo* in respect of the Auditor-General of India, except that the "Governor-General" was substituted for "His Majesty in Council". In addition, the Auditor-General of India assumed full control over the Auditor of Indian Home Accounts (re-designated as the Director of Audit, Indian Accounts in U.K.), formerly a statutory authority controlled by the Secretary of State for India.

After the enactment of the new Constitution of India, which came into force from January 26, 1950, the Auditor-General of India was re-designated as the Comptroller and Auditor-General of India. The Constitution has enhanced his responsibilities in certain respects. But the Audit and Exchequer Act, contemplated in Article 149 of the Constitution, has not yet been passed by Parliament, and the Comptroller and Auditor-General continues to discharge, by and large, all

the functions and duties which were required of him before the adoption of the new Constitution, with additions, from time to time, of responsibilities through Parliamentary enactments for audits relating to certain Government Agencies and semi-Government Public Corporations.

## II

## FUNCTIONS OF THE COMPTROLLER AND AUDITOR-GENERAL

The Comptroller and Auditor-General's duties fall broadly into two categories, viz., (i) those of maintaining accounts, and (ii) those of an Auditor.

(i) The Comptroller and Auditor-General has been entrusted, subject to certain specified exceptions, e.g., Defence and Railway, *vide* para 11 of the Audit and Accounts Order, 1936, as also the Initial and Subsidiary Accounts Rules made thereunder, with the duty of keeping the accounts of the Union Government and of the States. Recently, in pursuance of the policy of relieving the Comptroller and Auditor-General of the responsibility for maintenance of Accounts and departmentalising them, a start has been made, both in the Centre and in some States, with certain Departments equipping themselves with a Pay and Accounts Office under their control.

(ii) The duties and powers of the Comptroller and Auditor-General with regard to audit of Government accounts and the general principles and rules of audit should be viewed in the following context:

As an Auditor, the Comptroller and Auditor-General is solely a quasi-judicial authority. He exercises his duties according to the Constitution. He is one of the most important authorities set up by the

Constitution, acting on behalf of the Legislatures. He is independent of all Departments including the Finance Ministry. He is placed beyond political and party influences. His oath of office under the Constitution requires him to uphold the Constitution and the laws. In the discharge of his duties, it is the business of the Comptroller and Auditor-General, subject to the provisions of Article 149 of the Constitution, to watch that the various authorities of the State set up by or under the Constitution, act, in regard to all financial matters, in accordance with the Constitution and the laws of Parliament and appropriate Legislatures and Rules or Orders issued thereunder. He has been given complete liberty in reporting relevant facts, and of expressing opinions upon the conduct of Departments and Ministries in regard to their financial transactions and on the decisions of the Finance Ministry affecting them. In fact, it is his duty to call attention of Parliament/State Legislatures to every matter to which he thinks their attention should be drawn.

The Comptroller and Auditor-General is statutorily the sole authority regarding the nature and extent of audit (save in regard to secret service expenditure) to be conducted by him or on his behalf in

the due discharge of his responsibilities.

As required by Article 151 of the Constitution, the reports of the Comptroller and Auditor-General relating to the accounts of the Union are submitted to the President, who lays them before Parliament and the reports of the Comptroller and Auditor-General relating to the accounts of a State are submitted to the Governor of the State, who causes them to be laid before the Legislature of the State.

### *Headquarters Organisation*

The Headquarters office of the Comptroller and Auditor-General is under the immediate supervision of the Comptroller and Auditor-General himself. He has at present four Deputies to assist him in the discharge of his functions. The permanent Senior Deputy Comptroller and Auditor-General functions, in general, as the Chief of Staff. Except in the case of Reports on accounts submitted to Parliament and State Legislatures, the Deputies, in general, have authority to act for the Comptroller and Auditor-General in any matter and to any extent as may be determined from time to time by the Comptroller and Auditor-General. They are, in particular, responsible for the efficient working of the entire Department and, subject to the Comptroller and Auditor-General's general control, for guiding and controlling the various offices of the Indian Audit and Accounts Department.

The Headquarters staff comprises of:

Comptroller and Auditor-General	1
Deputy Comptroller and Auditor-Generals	4

Controller of Commercial Audit	1
Director of Audit and Accounts	1
Director of Inspection	1
Director of Co-ordination	1
Assistant Comptroller and Auditor-Generals	3
Assistant Accounts Officers	10

Besides, there are other staff who belong to Ministerial/Non-Ministerial Services.

### *Organisation of the Indian Audit and Accounts Department as a Whole*

Besides the Headquarters organisation, the Indian Audit and Accounts Department is divided into four classes of offices, namely, (i) the Civil Audit and Accounts Offices, (ii) the Posts and Telegraph Audit and Accounts Offices, (iii) the Railway Audit Offices, and (iv) the Defence Services Test Audit Offices.

The Civil and Posts and Telegraphs Audit Offices are both audit and accounts offices, while the Railway and Defence Services Test Audit Offices deal exclusively with the audit of the accounts of the respective departments that are maintained by the Accounts Offices under the control of the Executive Departments. In addition, the Comptroller and Auditor-General has under him two officers overseas, namely:

#### *(a) Director of Audit, Indian Accounts in London*

The previous designation of the officer used to be 'Auditor of Indian Home Accounts' whose auditorial jurisdiction extends to all the expenditure from Indian revenues in countries on the Continent and the U.K.

(b) *Audit Officer, Indian Accounts, Washington*

He audits all the expenditure in both the Americas met from the Indian revenues. This office started functioning in Washington from the beginning of December, 1951.

For auditing the Government commercial and quasi-commercial undertakings, a separate Wing was created under the Controller of Commercial Audit in the office of the Comptroller and Auditor-General. As in the present context of State Planning, more and more Government-sponsored, owned and controlled commercial undertakings are

coming into existence, the Commercial Wing of the Audit Department has been re-organised by setting up a separate office of the Director of Commercial Audit, with effect from October 1, 1955, with Headquarters in New Delhi. A regional office has also been set up in Bombay with effect from April 1, 1956, and it is proposed to have more regional offices under the Director of Commercial Audit in the near future.

There are 77 Subordinate Offices functioning under this Department. There is no Attached Office functioning under it.

Total strength of staff    32,522

## ELECTION COMMISSION

THE Indian Constitution has made a special provision for the setting up of an Election Commission to conduct free and fair elections in India. The office of the Election Commission came into existence, under Article 324 of the Constitution of India, with effect from January 25, 1950. To avoid Governmental interference in elections, the Commission has been given independent status.

### *Functions and Organisation*

The main functions of the Election Commission are given below :

- (i) Superintendence, direction and control of the preparation of the electoral rolls and keeping them up-to-date at all times.
- (ii) Conducting of all elections to Parliament and State Legislatures (including casual vacancies), as well as the election to the offices of the President and the Vice-President of India.
- (iii) Appointing of the Election Tribunals to investigate into complaints made in election petitions, etc.

The Election Commission is a statutory body. It has only a Secretariat and no Attached or Subordinate Office under it.

It may be mentioned, however, that the Election Commission, in consultation with the Governments of the States, nominates or designates an officer of the State Government in each State as the Chief Electoral Officer for that State for the preparation, revision and correction of electoral rolls etc. Subject to the superintendence, direction and control of the Election Commission, the Chief Electoral Officer is statutorily responsible for the preparation, revision and correction of all electoral rolls and the conduct of elections in the States.

The Commission is headed by a Chief Election Commissioner, who is also an ex-officio Member of the Delimitation Commission, set up by an Act of Parliament, for the purpose of delimitating afresh all Parliamentary and Assembly constituencies on the basis of the latest census figures. He is assisted by other members, all of whom are to be appointed by the President, subject to the provisions of any law made by Parliament. According to the Constitution, the President is empowered to determine the conditions of service of the Election Commissioners and in the case of the Chief Election Commissioner, it has been laid down that he shall not be removed from office except in like manner and on like grounds as a Judge of the Supreme Court. It has been further laid down that the other Election Commissioners shall not be removed except on the

---

*Chief Election Commissioner* — S. Sen, I.C.S. — since March 21, 1950; *Secretary* — A. Krishnaswamy Aiyangar, I.A.S. — since January 25, 1950.

recommendations of the Chief Election Commissioner.

TOTAL STRENGTH OF STAFF  
Secretariat 142

#### SECRETARIAT

The Secretariat staff consists of:

Chief Election Commissioner	1
Dy. Election Commissioners	3
Secretary	1
Under Secretaries	3
Section Officers	9

The Office of the Election Commission is organised in eight branches, viz., Election Branches, I, II, III and IV; Delimitation Branch; Administration Branch I and II; Typing and Issue Branch.

The important publications of the Commission are as follows:

1. *Report on the First General Elections in India, Vol. I (Narrative)*
2. *Report on the First General Elections in India, Vol. II (Statistical)*
3. *Results of Bye-elections Held since the First General Elections (1951-52) up to the 31st July, 1955*

Besides, a number of casual publications on a variety of matters like *Report on the Second General Elections to the PEPSU and Travancore-Cochin Legislative Assemblies*, *Report on the General Elections to the Andhra Legislative Assembly, 1955*, etc., are published from time to time.

## PART III

## CHAPTER XXX

# FINANCIAL ADMINISTRATION

FINANCE is the life-blood of government. Without it, administration is impossible. Every administrative act has its financial implications as inseparable as an object

and its shadow. Finance is all-pervasive, and affects as much the decisions of the Cabinet as it does the operations of a tehsildar's office.

### I

## FUNDAMENTAL FEATURES

### *Federal Set-up*

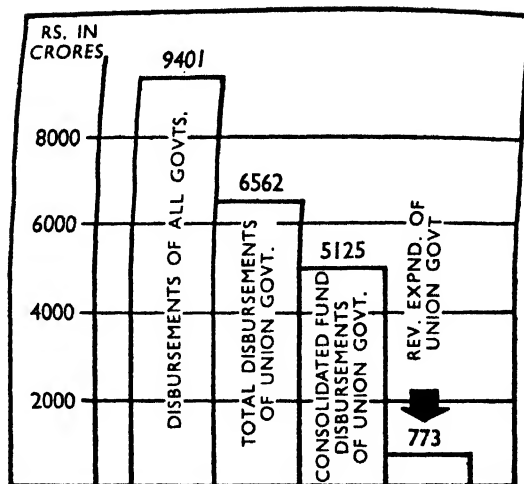
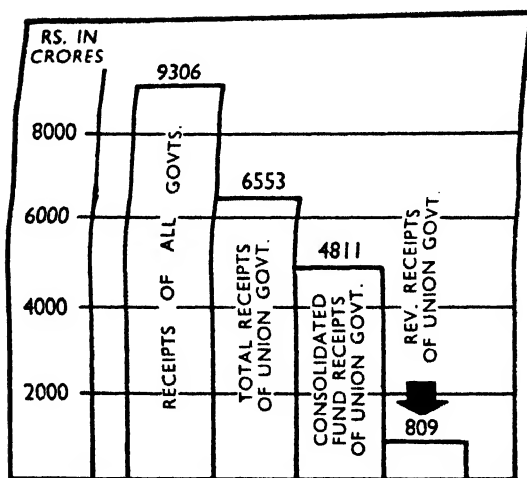
India is a Union of fourteen States. The Union and the States have separate governments and are separate financial entities, with distinct budgets, and (mainly) distinct sources of income. At the time of the Queen's Proclamation there were no provincial finances. The country had one Central Government budget from which provincial expenditures were also met. The trend towards decentralization started by Lord Mayo in 1867 was complete only in 1919, when the Montagu-Chelmsford reforms separated provincial cash balances, gave the provinces sources of independent income, and placed squarely on them the responsibility for certain aspects of administration and the expenses connected with them. Different central and provincial budgets date from that time.

Today the sources of income of the State and the Central Governments are, by and large, different. 85 per cent of central revenue is derived from customs and excise duties, and corporation and income taxes. Some portion of these taxes are given to the States excepting

the State of Jammu and Kashmir, which at present is not financially integrated with the rest of the country. Land revenue, State excise duties, and apportionments of certain central taxes are the main sources of provincial revenues.

The fourteen State Governments and the Union Government have each a budget, for which the respective governments are responsible. There is no single authority for raising or disbursing public funds.

The total government receipts and disbursements in India (1957-58 estimates) amount to Rs. 9,401 crores and Rs. 9,306 crores respectively. Of this only Rs. 6,562 crores and Rs. 6,553 crores are the Union Government's intakes and outgoings respectively. What is popularly called the "budget" pertains to transactions within the revenue account only, as distinguished from those of a capital nature. The revenues and expenditures of the Central Government are only Rs. 773 crores and Rs. 809 crores respectively which represent roughly 8.4 per cent of the total governmental intake and outgoings.



### *Consolidated Fund and Public Account*

The Consolidated Fund is a reservoir of all revenues, taxes and collections realised by the Government to which these "belong". It is a device for having in one place in full view all the moneys available to government for expenditure so that all the resources available for a particular year can be apportioned out effectively on the basis of social need. Prior to the introduction of this system, government moneys were divided up into numerous funds earmarked for different purposes. Logical financial planning was then impossible.

The resources of the Government which are paid into the Consolidated Fund are all revenue and capital receipts, and proceeds of loans floated or received by government. Loans given by the Government and repayments of those loans also form part of Consolidated Fund transactions.

The Consolidated Fund is distinguished from the Public Account into which all moneys which the State receives in custodial capacity or for purely remittance

purposes, are paid. Thus the moneys which the post offices transmit from one town to another, the courts receive as deposits in suits, and the public servants deposit into provident fund are not a part of the State's resources. Since such sums cannot be kept in the personal custody of the receiving officers, they have to be deposited into some account from which they would be available as need arises. Such deposits and withdrawals are in the nature of banking transactions. The essential dichotomy between the Consolidated Fund and moneys in the Public Account is that the former "belongs" to the Government and forms part of its available resources, while the latter are held only in a custodial capacity.

The chart above shows that the Central Government receipts of Rs. 6,553 crores consist of Rs. 4,811 crores (73.4 per cent) in Consolidated Fund and Rs. 1,742 crores (26.6 per cent) in Public Account. Similarly, Central Government disbursement of Rs. 6,562 crores is broken up into Rs. 5,125 crores

(78·1 per cent) against Consolidated Fund and Rs. 1,437 crores (21·9 per cent) against Public Account.

Funds can be withdrawn from the Consolidated Fund only by means of an Appropriation Act, which is an Act of Parliament giving authority to the executive government to spend a certain ceiling amount of money on a specified purpose. Withdrawals from the Public Accounts do not require an Act of Parliament. Rules and regulations to be observed for such withdrawals are, no doubt, laid down by Parliament, and to that extent only moneys in Public Account are subject to parliamentary financial control. But in any case moneys in Public Accounts, like postal savings bank deposits, life insurance accumulations etc., are sums which must be paid back to the public some time or other.

There is no one Consolidated Fund for the whole of India. The State and the Union Governments have each one Consolidated Fund and one Public Account.

#### *Contingency Fund*

The Union Government has, apart from the Consolidated Fund and the Public Account, a Contingency Fund of Rs. 15 crores for meeting unforeseen and emergency expenditure. The transactions of the Contingency Fund are not shown in the accounts separately, as the Fund

is an imprest advance. All expenses from it have to be regularized by Parliament, after which payments from the Consolidated Fund make good the expenses already incurred and restore the Contingency Fund to its original amount.

#### *Financial Year*

The financial year from the 1st April to the 31st March is the accounting time-unit for government transactions. It means that grants made by Parliament are available for this period, that they lapse on 31st March, and that accounts are consolidated in time units ranging from 1st April to 31st March. The financial year covering this period is chosen as it is most convenient for the tax payer as well as for the financial procedure followed in Parliament. During the days of the East India Company the year closed on 30th April, as on that date the monsoon in the Indian ocean ended the shipping season. The present system dates back to 1864 when an expert commission on financial reorganization pointed out the uselessness of a system based on trading and commerce. The innovation, apart from conforming to British practice, facilitates collection of land revenue as the harvest takes place immediately before the financial year closes and the farmers' funds stand highest just when the taxes have to be paid.

## II

### FINANCIAL ENTITIES

The supreme legislative authority is Parliament consisting of the House of the People (Lok Sabha) and the Upper House, called the Rajya Sabha,

representing the interests of the States. The Cabinet, headed by the Prime Minister, is the chief executive authority. Its power is exercised in the name of the President of India. The Cabinet is a Committee of Ministers who are the heads of the executive departments.

### *Finance Ministry*

The Finance Ministry is only one of the several Ministries which exercise a general control over the whole business of financial administration. It raises funds by taxation and borrowing for carrying out the administration of the Government and, in co-operation with the administrative Ministries, it controls the entire expenditure of the Government of India.

The Ministry is divided into three Departments dealing with Expenditure, Revenue, and Economic Affairs. Each department has a Secretary. The senior administrative head of the Ministry is the Principal Secretary.

This Ministry is concerned with all the departments of the Government because it lays down the rules and regulations under which money has to be spent. It prepares the budget of the Government, including the estimates of the projects approved by it. It exercises great influence in the spending of government money.

The control exercised by the Ministry over the revenue-collecting departments is much closer than over the spending departments. Most of the important spending departments are represented in Parliament through their own Ministers but the revenue-collecting agencies have no one to speak for them except the

Finance Minister. They are subordinate offices of the Finance Ministry. The most important among them are the Customs Department, the Central Excise Department, and the Income-Tax Department which collect more than three-quarters of the Central Revenue.

A noteworthy feature of the Indian financial system is that there is a distinct budget for the railways. The railway finances are separate from the general finances to which they make a regular contribution each year. For 1957-58, the contribution was estimated at 6·7 crores of rupees out of a gross earning of 369 crores of rupees. The Ministry of Railways, and not the Finance Ministry, controls all railway expenditure, and plays generally the same part with respect to railway finances that the Finance Ministry does with respect to general finances. This is a limitation on the powers of the Finance Ministry.

Another important point is that as a vestige of the old system, the Comptroller and Auditor-General is responsible for compiling the accounts of the Union and the State Governments. The defence accounts are compiled by the Defence Accounts Department which is a subordinate office of the Finance Ministry.

### *Reserve Bank and Treasuries*

The banker to the Governments in India is the Reserve Bank of India where each State and Union Government maintains its own separate account and cash balance. The State Bank of India acts as an agent of the Reserve Bank to make or receive payments on behalf of Government. But payments in most cases in India are made, not directly by the banks, but by

“Treasuries”. The territory of India is divided into States, and further into districts. At the headquarters of each district there is a Treasury which receives and makes governmental payments. The Treasuries have sometimes Sub-treasuries in the interior areas. They are mostly controlled by officers of the State Governments but undertake transactions of the Union Government as well. They do not have separate balances for State and Union transactions but classify their accounts accordingly. The system has its roots in the days when there was but one budget for the whole of India.

A treasury is not a bank branch making and receiving governmental payments. With certain exceptions it makes payments when bills are presented by responsible officers, called drawing officers, who operate on the government account. The bills are not cheques and the Treasury Officer exercises more scrutiny than a bank accountant does in authorising a payment by cheque. The system is essential in India because rural banking is non-existent.

#### *Comptroller and Auditor-General*

The Comptroller and Auditor-General of India is responsible for compiling the Government accounts and auditing them. Like the Treasury Officer he also functions both on behalf of the Union and the State Governments.

He does not compile railway accounts, which are prepared by the Railway

Ministry, or the defence accounts, for which the Finance Ministry is responsible. Recently some other Ministries have also taken up their accounts work.

The Comptroller and Auditor-General has Accountants-General under him in each State. They account and audit both the Central and the State Government transactions. He also has an Accountant-General for posts and telegraphs transactions, and Directors of Audit for railway, defence, and the State commercial undertakings. His Accountants-General are concerned with the payment procedure, and have to exercise certain checks before money is withdrawn from government funds.

The audit reports of the Comptroller and Auditor-General are placed before the Union or the State legislatures as the case may be. The Committee on Public Accounts, consisting of fifteen members of the legislature, selected according to the principle of proportional representation by means of a single transferable vote, considers the report on behalf of the legislature. They pass strictures on delinquent officers but have no executive power.

These are the principal organisations involved in collecting revenue, spending it, bringing it to book and finally auditing it to the tax-payers' satisfaction. This chapter describes the various processes which a rupee, taken from a tax-payer, undergoes before it is returned to some other tax payer as government expenditure.

## III

## BUDGET CYCLE

The Government must, first of all, prepare a forecast of estimated revenue and expenditure, so that it can balance the budget, or at least, go into a calculated amount of indebtedness. Preparation of the forecast is the work of the executive, and the according of approval is that of the legislature.

*Estimating*

Four different agencies are involved in the preparation of the estimates. The Finance Ministry as the branch of the executive dealing with the financial business of Government, has overall responsibility for framing the budget, but the detailed knowledge of administrative requirements is only with the administrative Ministries, and their subordinate offices. The Finance Ministry has to be in close touch with the Planning Commission so as to incorporate plan priorities in the budget. Since preparation of estimates requires accounting skills as well, the accountant to the Government of India, that is, the Comptroller and Auditor-General is also involved.

The budget grants for a financial year are available for expenditure from 1 April to 31 March of the year in question. The preparation of the estimates begins in July or August of the preceding year when the Finance Ministry supplies "skeleton forms" to the administrative Ministries and the Heads of Departments for estimating their requirements. The general rule is that he who spends the

money must also prepare estimates for it in advance (vide Appendix).

The departmental officials who are to prepare the estimate for a financial year do so on the basis of the "revised" estimate for the current year, and any new factors they anticipate for the coming financial year. The budget grants for a financial year are sanctioned by Parliament early at the commencement of the financial year in question, but as the current budget is operated, deviations from the original plan become necessary. On the basis of these changes, the departments and the Finance Ministry 'guess' again what expenses will be required for the current year. The 'new guess' is called the revised estimate and being more recent, it is more accurate than the one approved by Parliament.

The departmental officials complete their work connected with the preparation of the budget estimate for the coming financial year by October of the current year and send one copy of the estimate to their administrative Ministry and another to the representative of the Comptroller and Auditor-General.

The procedure described below applies to expenditure. The estimates of expenditure are divided into two parts, of which the first part shows the fixed or the permanent charges, and the second part shows the variable and the new charges proposed to be included for the coming financial year. The second portion is more thoroughly scrutinized by the administrative and the Finance Ministries.

The administrative Ministry prunes the demands of its subordinate offices and forwards them after consolidation to the Finance Ministry by about the middle of November. The Finance Ministry, as the agency responsible for managing the finances of the Government, passes the demands of the other Ministries, calls for justification of expenditure, if necessary, and arrives at a net figure for each Ministry. Normally, the decisions of the Finance Ministry are binding on the administrative Ministries but if the matter is of such importance that a Minister is prepared to appeal to the Cabinet, then matters are different.

The Finance Ministry's criticism of the budget estimates is not confined to the period between its receipt from the departments and its presentation to Parliament. Throughout the year, as important questions of finance arise, the Finance Ministry sits in judgment on proposals which affect the expenditure of the following year. It goes on continuously sanctioning schemes, approving increases in staff, and suggesting retrenchments, so that when the departments furnish their estimates, most of the important decisions have already been taken.

It watches very closely all proposals which impose a new or an increased charge on the Government. New charges are of two classes, viz., grants for purchases, construction, etc., and for establishment. Big purchases or constructions, like the atomic energy reactor in Bombay, are undertaken with the sanction of the whole Cabinet, and the Finance Ministry's control in regard to inclusion of such charges in the budget estimate is limited.

But the Ministry exercises great vigilance over establishment proposals involving extra expenditure. Proposals for an increase in staff or an increase in pay are very carefully looked into.

The Ministry of Finance is divided into six expenditure divisions which are accredited to individual Ministries or groups of Ministries, and which scrutinise their expenditure proposals. A Joint Secretary is in charge of each Division. Recently, one Financial Adviser was attached to each administrative Ministry. The advisers are junior officers of the Finance Ministry who work in very close liaison with the administrative Ministries, and give financial advice for formulating effective budgets. They are located, as far as possible, near the Ministries to which they are attached.

In his capacity as the accountant to the Government, the Comptroller and Auditor-General also plays an important part in regard to budget estimates. He has under him an Accountant-General for Central Revenues, and an Accountant-General for each State. A large amount of work of the State Accountants-General relates to Central Government transactions. The principles which determine what types of central transactions are dealt with by the Accountant-General, Central Revenues and what types by the State Accountants-General, have been discussed later, but it is important to know that all the Accountants-General are concerned with the estimating work in respect of the Central Government transactions in their respective circles.

One copy of the departmental estimates has to be sent to the Accountant-General concerned. He does not scrutinize the

needs of the departments but checks the estimates from an accountant's angle to see that all sanctioned charges are present in the estimates and that unsanctioned charges have not been included therein. Accounting classification of various items is also checked. The scrutiny of the Accountant-General is of the type which is applied in a good business house by a competent accountant. The remarks of the Accountant-General are given due weight in the Finance and the administrative Ministries when the budgets are framed.

Again as an accountant, the Accountant-General is in the best position to frame the estimates of the Government relating to interest on debts, superannuation allowances and pensions, and other similar charges for which he alone has complete information. He furnishes these to the Finance Ministry by about December and they are accepted without question since the Government has already assumed liability for these charges.

When the comments of the Accountants-General have arrived, the Finance Ministry has both the viewpoint of the administrative department, and the technical accounting viewpoint along with it, and proceeds to frame the rough budget forecasts of expenditure by the latter part of December. But the budget work, far from being complete, is only picking up momentum at that time.

The statements to be presented before Parliament are the "Annual Financial Statement" and the "Demands for Grants". The former shows the gross receipts and disbursements of the Government both under the Public Account

and the Consolidated Fund. Though the annual financial statement is the "Budget" of the Government of India, it is not what is popularly understood in the public mind as the "Budget". Some people regard the taxation proposals as the Budget, but by and large, the statement of revenue and expenditure met from the revenue account (not capital) is the popular concept of the Budget, for when one speaks of the budget of the Central Government being Rs. 700 crores, or showing a deficit of Rs. 30 crores, one is speaking of the transaction mentioned in the statement of revenue and expenditure met from the revenue account. This statement is part of the Annual Financial Statement which is classified by certain broad heads prescribed by the Comptroller and Auditor-General of India.

The Demands for Grants presented with the Annual Financial Statement to Parliament show the disbursements which are to be met from the Consolidated Fund. In the 1957-58 budget of the Central Government there were 135 demands and each one covered the requirements of a distinct administrative unit. A Ministry will have one demand for its own administration and one for each of the various departments under its administrative control. Thus expenses of the Ministry of Defence are under demand number 18, while the army, the navy, and the air force, have separate demands each under numbers 19, 20, and 21. Each demand is divided into suitable sub-heads indicating broadly the various types of expenditure included in it. So long as the total of the demand is not exceeded, excesses or savings under

one sub-head can be interchanged with those under another.

But the Demands for Grants do not follow the same accounting classification as the major heads of account prescribed by the Comptroller and Auditor-General under which the Annual Financial Statement is cast. The classification therein is broadly by functions, while in the Demands for Grants it is by organisational units. Both are necessary, the former for proper appraisal of Government's financial position, and the latter for holding administrators responsible for the funds placed at their disposal.

The Accountants-General have now to work on the rough estimates finalized by the Finance Ministry, so that the totals are recast to suit the needs of the two statements mentioned above. The Finance Ministry sends the figures back to the Accountants-General for purely accounting interpolations, and putting together the estimated figures in the fashion required for presentation to Parliament. Where, as for the defence services, the accounting is done by an agency of the Finance Ministry itself, the Accountant-General does not come in.

The Accountants-General recast the estimates sent by the Finance Ministry in two ways: one, by major heads of accounts for formulating the Annual Financial Statement, and the other by "demands", for presenting the Demands for Grants. The two types of documents are called budget notes and demand statements. The work should be complete in the Accountant-General's office some time in January. Both documents are sent to the Finance Ministry by all the Accountants-General and that Ministry

then adds up all the figures to produce the Annual Financial Statement and the Demands for Grants.

In the meantime, feverish activity goes on in the administrative Departments and in the Finance Ministry to include last minute projects in the budget. The Finance Ministry communicates the acceptance of fresh schemes of expenditure to the Accountants-General by means of orders on budget notes, and the Accountants-General immediately have to send back figures after recasting them as before.

By the middle of February each Accountant-General has taken the last step which makes the estimates of expenditure final. He has been accounting the monthly expenditures and receipts of the Government each month. On the basis of the latest available expenditure and revenue figures, he notices trends and decides if variations of more than a lakh of rupees should be made in the estimates. Minor variations are disregarded. He telegraphs his findings to the Finance Ministry and that brings the estimating of expenditure for the year under forecast to a close. The Finance Ministry considers all the last minute account statements it has received from the various Accountants-General, in response to its orders on budget notes, merges these with the main figures supplied by the Accountants-General in January and has its Demands for Grants, and the Annual Financial Statement ready to be placed before Parliament.

The work of estimating the revenue for the year is also the responsibility of the Finance Ministry. The important

revenue collecting agencies are the Income-tax Department, the Central Excise Department and the Customs Department. They have statistics of the collections of previous years from which they are able to forecast what the revenue for the coming financial year will be and how an increase or a decrease in the rate of assessment would affect the total intake. The guess is based on statistics.

Depending on whether expenditure has increased or decreased, compared with the previous year, the Finance Ministry varies the rates of taxes. Proposals for variation are placed as bills before Parliament, and have to be kept secret till the day of presentation, so as not to affect adversely the public revenues. The Annual Financial Statement, the Demands for Grants, and the Tax Bills, are placed before the Lok Sabha by the Finance Minister on the day he presents his "Budget" and makes the Budget speech.

### *Money in Parliament*

Indian Parliamentary procedure in finance is a streamlined version of the British model. Three fundamental principles namely, procedure in respect of money bills, the rule of financial initiative, and the distinction between charged and voted items, are British legacies.

A Money Bill, broadly speaking, is one which has financial implications. Bills imposing taxes and proposing expenditure are obvious examples of money bills, as is, of course, the budget itself. Money Bills must originate only in the Lower House. They are transmitted to the Upper House which must return

the Bill within fourteen days with its recommendations. If no report is forthcoming, or even if the Bill is rejected, it is placed before the President for his signature as if it had been passed by both the Houses. The Upper House can propose amendments to the Bill but the Lower House is not bound to accept them. Except delaying the Bill by fourteen days, the Upper House has no power on Money Bills.

The Lower House of Parliament is all-powerful but, by its rules of procedure, it has imposed upon itself an important limitation. The power of proposing expenditures and imposing taxes has been reserved for the Ministers, while the House has the power only to reduce or reject a tax or a grant.

No grant can be proposed unless a Minister demands it, and no tax can be imposed unless the executive initiates it. Private members cannot get up on the floor of the House and propose a new dam to be built. The Lower House can assert its primacy by reducing a tax or a grant or withholding it altogether, but it cannot increase it, annex any condition that would virtually amount to proposing a new grant, or vary the destination of an expenditure.

The responsibility for the revenue and expenditure of the nation is that of the executive. It makes its budget plans after careful consideration and since it has sole responsibility for the finances of the country, it must have also adequate authority to control them. Another important reason for limiting financial initiative only to the executive is that it protects public funds from improper appropriation.

The budget makes a distinction between expenditures voted out of the Consolidated Fund and those charged to it. The votable items are presented to Parliament each year for approval. Charged items are generally mentioned in the Constitution, and expenses on them can be incurred without the yearly approval of Parliament. The distinction is intended to protect the independence or the dignity of certain high offices like those of the President, the Judges of the Supreme Court, etc. In certain other cases, as in the case of payment of interest on loans, the purpose of the distinction is to protect the faith that has been reposed in Government by its creditors. Charged expenditure may however be discussed in Parliament.

The Demands for Grants show separately the charged and the voted expenditure. Only an Appropriation Act can give legal authority to withdrawing money, both voted and charged, from the Consolidated Fund. The House can, notwithstanding the fact that the salary of a Supreme Court Judge is charged, refuse to include it in the Appropriation Act, and make it illegal for the salary to be paid. Charged expenditure does not therefore afford the high sounding constitutional guarantees that several writers harp about.

The Budget is presented to Parliament some time in the beginning of March. The Finance Minister presents the Annual Financial Statement, the Demands for Grants, the Finance Bill, and sometimes a White Paper on the Budget, giving the economic background of the estimates. He then makes a speech on the general finances of the Government, but, much

as constitutional experts would want, there is no discussion in the House about the details of the Budget. The Finance Minister deals with the estimates in a very general way defending the policy of the Government. A little later, the budget speech and proposals are discussed in the House for two or three days. The discussions are of a general nature.

The next stage is the voting of the demands which takes eight to twelve days. 'Votes on account', described below, are introduced to give the House more time to consider the estimates. Previously, the budgets had to be passed before 31st March.

The rule of financial initiative restricts motions on the budget either to a reduction or rejection of a grant. Ostensibly, the motive is economy but the debates are political. Nominal cuts of usually a hundred rupees are moved so as to force the Government to discuss the item involved.

When the time allowed by the Speaker for considering the demands is exhausted, a guillotine is applied. All the grants which have not so far been passed by the House are put to vote one by one.

The Appropriation Bill is then introduced. Once it becomes an Act, it provides the legal authority for the withdrawal of money out of the Consolidated Fund. All the Demands for Grants are separately mentioned in the Appropriation Act with the upward monetary limit of expenditure to be incurred against them. The executive is not compelled to spend all the amounts, which are only ceilings, shown in the

Appropriation Act. Both charged and voted expenditures are mentioned in it.

As economic conditions change and the expenses of the Government increase or decrease, new taxes have to be proposed or the rates of the existing taxes changed. The proposals are embodied in the Annual Finance Bill which is placed before the House with the budget. Permanent tax Acts, like the Income-tax Acts may be changed and as in the financial year 1956-57 a new tax like the wealth or expenditure tax may be levied.

The passage of the Finance and the Appropriation Bills brings the normal budgetary business of Parliament to a close. But deviations and contingencies have still to be looked after.

The budget for the coming year is discussed in Parliament from March onwards. During this time the actual expenditure and receipts for the current year are known for the first ten or eleven months. Many departments may require more funds than they had estimated previously for the current budget. Deviations are understandable because the work for the current budget commenced some time in August of the preceding financial year, which is almost a year and a half before the end of the period under forecast. Budget requirements cannot be predicted with too great an accuracy. Whatever additional amounts the departments require are put together before the House in the form of Supplementary Estimates. In general, the same procedure is followed as for the annual grants. The Supplementary Estimates must be passed before 31st March when the financial year closes.

Theoretically, it is possible that revenue receipts of the Government may be so short that a new tax may have to be imposed during the last days of the financial year but in practice the contingency never arises. The Government can always borrow and later make provisions for paying back the debt during the next financial year.

Legislatures do not like large supplementary estimates because they weaken parliamentary financial control. Supplementary estimates cannot also be done away with as no financial forecast made two years before can be very accurate.

An excess grant has to be made when a department spends more than the amount provided for any item in the regular budget and has failed to obtain a supplementary grant. Money may be spent from the Contingency Fund or even from the Consolidated Fund because a proper system of exchequer control is non-existent in India. A demand for an excess grant is presented to the House in the same way as a demand for a grant. Officials incurring excess expenditure are liable to surcharge.

The 'Vote on Account' is a device for giving the House time to consider the budget estimates at leisure. The business of the House commences early in March, but, when the new financial year opens on 1st April, the House has not passed the budget. A grant has to be made to the executive for carrying on the Government till the year's Appropriation Act is passed. Money voted to the executive for carrying on Government activities until the year's budget is passed is called a 'Vote on Account'. Its absence would make it illegal to incur expenditure from the

Consolidated Fund even for the normal governmental needs. The 'Vote on Account' is passed any day after the presentation of the budget but before the new financial year starts.

Sometimes for national emergencies like war, the Government may require funds and not be in a position to give a detailed justification. The House grants these moneys by passing 'a Vote on Credit'. An Exceptional or a Special Grant is also like 'a Vote on Credit' but it should be spent for some specific purpose the expenditure on which does not form a part of the ordinary expenditure of the year. The House gives a separate grant in such cases. In the main, the procedure in both cases is much the same as for the regular grants but the Speaker can make any adaptations he thinks necessary.

All legislatures are conscious of their inability to do anything more in budget procedure than control very broadly the policies of the Government. The Estimates Committee is an answer to the problem of finding ways for the legislature to exercise control over growing expenditures.

The Estimates Committee is a select committee of the Lok Sabha, appointed to look into the estimates and report on economies consistent with the policies underlying the estimates. It consists of a maximum of thirty members. Ministers are debarred from sitting in the Committee. The Committee considers a few estimates every year since it is not necessary for it to review the entire estimates in any one year before they are laid before Parliament. Voting of the demands in Parliament does not require a prior recommendation of the Commit-

tee. The Committee has a secretariat which is provided for in the Parliament Secretariat.

The Estimates Committee is based on the model existing in England for a long time. It is difficult to say how successful this Committee has been in recommending economies consistent with the policies.

### *Expenditure Process*

The Appropriation Act gives legal authority for incurring expenditure. The hierarchy of officials, big and petty, who have varying responsibilities connected with the expenditure process is described below.

Each demand for grant mentions a Ministry responsible for supervising the expenditure under the grant. The Administrative Head of the Ministry has to appear before the Committee on Public Accounts to explain any irregularities made in spending. The Ministry in its turn allocates its responsibilities among supervising officials, called controlling officers, who are in charge of particular portions of the grant allocated to them. Controlling officers are usually the Heads of Departments, who delegate their responsibility to subordinate officials, called disbursing officers, who remit and withdraw money from the Treasuries. Disbursing officials are usually heads of offices. They do not have unlimited powers of withdrawing money from the treasury, for the Treasury Officer has his own registers and exercises certain mechanical but very important checks. The accountant to the Government of India is a separate entity in the Comptroller and Auditor-General. His Accountants-General have also an important part to play in the spending process.

The disbursing officers operate on the Government account in the Treasury, but the basic rule is that no official can draw funds from which he himself would benefit unless a higher official has accepted responsibility for the payment, or unless the Accountant-General, a third party, has authorised it.

The head of an office pays money to outsiders for services or supplies. He also disburses the salary of his own establishment, but in both cases he is personally responsible for wrong payments. He, along with other gazetted officers, prepares his own salary bill to be drawn from the Treasury, but the Treasury Officer will only allow such amounts as are authorised by the Accountant-General. His travelling allowance bills are not verified by the Accountant-General, but a superior officer has to certify that the bill, on its face, is correct.

In a nutshell, the responsibility for proper payment is shared by three people, the Controlling Officer, the Disbursing Officer and the Treasury Officer. The privilege of drawing bills is restricted to certain responsible officers, called disbursing officers, who are primarily responsible for the correctness of the payments made. Their bills are usually countersigned by higher officials, called controlling officers, who are only personally liable for loss arising out of culpable negligence. The Treasury Officer, though exercising only mechanical checks, does more than a bank accountant when he authorises cheque payments. He looks into the arithmetical correctness of totals, verifies disbursing officer's signature, and sees, if necessary, that an authority from the Accountant-General exists.

This elaborate system is the result of a large volume of central expenditure over a vast country and the absence of banking in rural areas. Its basic features were settled by an expert Commission in 1864. No other Commission has ever again looked into the payment system in India.

As soon as the Appropriation Act is passed, the Finance Ministry writes to each administrative Ministry stating that the amounts under the particular grants controlled by them are available for expenditure. The sums so placed at the disposal of the administrative Ministry are called lump sum allotments. Each demand for grant consists of one allotment. The allotments are not physical cash balances placed with the Treasury against which the departments may incur expenditure, but are in the form of an account. The account is kept in the administrative Ministry and not by the Treasury Officers concerned, so that the latter are not in a position to stop payment the moment an allotment is exceeded. The administrative Ministry in turn makes sub-allotments to each of their controlling officers, who, in turn place specific sums at the disposal of disbursing officers under them. No spending officer should exceed at any time the allotments placed at his disposal. If, for any reason, he finds that the funds allotted to him have fallen short, then he should ask for additional funds before incurring expenditure. But an excess over allotted funds can take place because no one, except the administrative hierarchy, is in a position to know the balance of allotment available with the department at a particular moment. Even

the Accountant-General cannot apply a check at the time the excess is incurred because his figures are a month behind. He will only be able to point out the excess later in his *ex-post facto* scrutiny.

Controlling officers sometimes incur the expenditure themselves. Even when they distribute the grant among the disbursing officers they retain a reserve fund for themselves to be used in an emergency.

Money is now distributed and ready to be paid for purposes approved in the budget. But one essential condition must be fulfilled. A competent sanction must exist for each item of expenditure. The power for giving a competent sanction vests in the Government, but they have delegated their powers to various subordinate officials for expeditious discharge of public business. Broadly speaking, if some very large expenditure has to be incurred for a project, the sanction of the Government in the Finance Department must be obtained. Smaller expenditures can be sanctioned by the administrative Ministries and still smaller sums by the Heads of Departments. A sanction at the proper level is required even though the necessity for the expenditure had been justified and rejustified at the time of the budget preparation. The purpose of a formal sanction is to give the Government a chance to reconsider the expenditure in the light of developments which may have taken place after estimating. Many schemes originally approved are dropped at this stage.

Payments are made against goods or services received. Cheques or bills may be used. A bill contains a description

of the nature of the charges and the amount payable, and is signed like a cheque by the disbursing officer and is endorsed for payment to the payee. Paid bills are called vouchers and are sent for checking to the Accountant-General. The Treasury Officer scrutinises each type of payment, checks it against the authority of the Accountant-General, where necessary, and makes the payment to the claimant. The expenditure process is now complete. Before describing the accounting and audit of the transactions, the process by which the Ministries, and the Heads of Departments under them, see that the grants are not exceeded, is described. The process is called 'Control of Expenditure'.

A Controlling Officer is responsible for keeping a constant watch over the progress of expenditure under the grants he controls. By the tenth of every month an account showing the amount of money spent by his disbursing officers is sent to him. The total allotment and the balance still available are shown. The Accountant-General also maintains a separate account of the progress of expenditure. The Controlling Officer reconciles his account with those of the Accountant-General from time to time. The responsibility for seeing that grants are not exceeded is that of the Controlling Officer and not of the Accountant-General.

The Administrative Ministry concerned is always responsible for the expenditure against a particular Demand for Grant. The demands are themselves divided into units called primary units of appropriation. A demand is classified by organisation unit, and the primary units of

appropriation are according to functions, or objects of expenditure. A Demand for Grant contains a number of primary units of appropriation, but no primary unit can be laid to more than one grant. The administrative Ministry in charge of a demand must see that the expenditure under each primary unit of appropriation is not exceeded.

As the reports of expenditure arrive from each Controlling Officer in the Ministry, it becomes possible to say if the amount provided under each unit of appropriation will be fully utilized. It often happens that under a particular grant there is a saving in one unit of appropriation and an excess in another. If funds are transferred between the units, the deviations will be accommodated provided the total allotment available under the unit is not exceeded. The process of transfer is called re-appropriation and broadly requires the concurrence of the Finance Ministry. The mandate of the legislature to the executive is to keep within the amount voted for a grant. The responsibility for this purpose is exercised by the Finance Ministry on behalf of the whole Government. This Ministry in turn issues a mandate to the Administrative Ministries to keep their expenditure within the primary units of appropriations. Re-appropriation, therefore, can only take place with the consent of the Finance Ministry, though Controlling Officers do have some very limited powers of re-appropriation.

Re-appropriation cannot be made from one grant to another because each grant is fixed by the legislature and the executive is not empowered to make deviations.

If the demand is exceeded, a supplementary grant must be obtained. No transfers of funds are possible after 31st March, when all unspent balances lapse. Other rules, limiting re-appropriation, concern budgetary and accounts propriety. Thus re-appropriation cannot be made to restore a grant cut by the legislature. Savings in funds allotted to charged items cannot be transferred to voted items and vice versa. Re-appropriations between revenue and capital portions of the grant are also generally forbidden.

If at the end of the financial year there is a saving under a particular grant, it has to be surrendered to Government. It cannot be held in reserve, until the next financial year, to meet expenditure. Similarly, an excess over expenditure also has to be taken care of in time, so that the Finance Ministry is able to obtain funds by a supplementary grant or a re-appropriation. Twice each year, in December and February, a statement of excesses and savings is communicated by each Ministry to the Finance Ministry. The Finance Ministry chalks out its ways and means position on the basis of this statement. When the supplementary budget is framed, it is known exactly what funds are available to the Government because of savings in expenditure under some of the grants.

#### *Accounts and Audit*

The Comptroller and Auditor-General of India compiles and audits the accounts of the Government of India. He has responsibilities towards the State Governments but that aspect is not dealt with here. Before discussing how the accounts

are built up, the organisation of the different accounting offices is mentioned here. The Comptroller and Auditor-General has a headquarters organisation in Delhi and there are offices of Accountants-General in each State. There are also specialized organisations under him, like the office of the Accountant-General, Posts and Telegraphs. The Comptroller and Auditor-General is not concerned with the accounting of the railways and defence services and makes test-audits of their accounts. The Accountant-General, Central Revenues, is concerned mostly with the central transactions which originate in the territory under the jurisdiction of the Union Government itself, such as those concerning the Secretariat establishments of the Government of India, the Lok Sabha, the Rajya Sabha and the President's establishments. He also deals with a number of Central departments which incur the whole or some part of their expenditure in the States.

The State Accountants-General are concerned with the transactions of the State and the Central Governments in their respective account circles. A State Accountant-General who receives a voucher for a payment made on behalf of the Central Government finally accounts for it, with certain exceptions, in his own books. What principles govern exceptions are not very clear but appear to be somewhat as follows. If a Central department operates in a province through a fixed establishment of its own under a responsible head, its transactions are brought finally to account by the State Accountant-General. Thus, transactions affecting the Customs, and the

Income-tax Departments are not passed on to the Accountant-General, Central Revenues, for settlement. On the other hand, works expenditure pertaining to civil aviation is passed on for adjustment in the books of the Accountant-General, Central Revenues, presumably because the establishment is not under the control of a sufficiently responsible officer in the State. Sometimes, central audit becomes essential, as in the case of the Geological Survey, because departmental cadres are fixed for the whole department and not on a statewide basis.

Broadly speaking, a State Accountant-General, like the Treasuries of the States, deals with transactions both of the Central and the State Governments and brings them to account finally. In exceptional cases, the rule is not followed and the transactions have to be passed on to other accounting offices like the Accountant-General, Central Revenues, for adjustment. The accountants to the Government of India, therefore, are not only the Accountant-General, Central Revenues, but also the State Accountants-General.

The railway finances are separate from the general finances and have their own accounting organisation. For the Defence Department, accounting is done by the Controller-General of Defence Accounts under the Finance Ministry. Recently some other Ministries, like the Works, Housing and Supply Ministry, have taken up the accounting of their transactions, but this is very far from being the general pattern.

Each drawing officer presents bills at the treasuries for payment. Paid bills are called vouchers. Twice a month the 300

treasuries scattered all over India send their vouchers to the different Accountants-General dealing with them, who compile the accounts from the vouchers. The Treasury balances each month are vouched for by the Collector of the District, who is in overall charge of the Treasury. Since the Treasury has to send a monthly account of all its receipts and disbursements as well as the opening and the closing balances, the verification of the Collector is a sort of guarantee of the completeness and correctness of the Treasury accounts.

In the Accountant-General's office, the vouchers are compiled under the major heads of accounts prescribed by the Comptroller and Auditor-General. To these are added inter-departmental transactions for which cash payments are not made but which are settled by an increase or a decrease in the book balances of the departments concerned. The accounts of each month are completed by the 25th of the following month.

The Comptroller and Auditor-General is responsible to Parliament for compiling two types of accounts from the records of the Accountants-General. His finance accounts bring together all the receipts and expenditure, while the appropriation accounts show actual expenditure against the grants voted by Parliament. These accounts are made for the Comptroller and Auditor-General and by the Accountant-General, Central Revenues. The Comptroller and Auditor-General also prepares from the accounts statements supplied by the other subordinate Accountants-General, a general financial statement which shows, apart from the receipts and disbursements, the out-

standing liability and assets of the Government. The work is done in the Headquarters Office.

The accounts prepared by the Comptroller and Auditor-General are submitted to the President, who lays them before the House. The accounting for a financial year is completed by July or August of the succeeding year while the appropriation account is ready by about the following December.

The vouchers in the meantime are compiled in the offices of the Accountants-General and subjected to audit scrutiny. An Accountant-General audits all expenditures made from the revenue of the Government of India which falls in his account circle. He is to satisfy himself that the expenditure is legal and conforms to the authority which governs it. Audit of receipts and of stores and stocks are only undertaken either on the motion of the Comptroller and Auditor-General with the concurrence of the President, or at the instance of the President. The amount of audit scrutiny necessary for certifying the accounts is judged by the Comptroller and Auditor-General himself. In respect of audit of stores and stock and receipts, however, regulations have to be framed by the President.

The Accountant-General is not responsible for the initial accounts kept by the departments. He accepts certificates from the departmental officials that proper rules and regulations concerning the initial accounts are being observed. The Accountants-General, from time to time, send out test-audit parties to carry out a check of these accounts on the spot. Certificates of disbursing officers are checked against actual records.

All the irregularities which are discovered in course of audit are recorded by the Comptroller and Auditor-General in his audit report. The facts of the cases are first confirmed from the administrative Ministries concerned so that factual matters are not questioned later. The irregularity is described in a manner understandable by a layman and included in the audit report. The audit report is presented with the appropriation account but sometimes an advance audit report is published by October or November after closing the yearly account.

The audit report is placed before the legislature, which being very short of time, appoints a Committee on Public Accounts to go through the report. In India, the Public Accounts Committee has been functioning since 1921. It consists of not more than 15 members elected by the Lok Sabha in accordance with the principle of proportionate representation by means of a single transferable vote. The Committee is appointed for a year and Ministers are not allowed to serve on it.

The Committee works on briefs presented to it by the Comptroller and Auditor-General. The Secretary of the Department in which the irregularity has been committed is called to be cross-

examined before the Committee. A member is allowed to ask any question he chooses, but not having technical skill, he has necessarily to rely largely on the Comptroller and Auditor-General's help. The Secretary of the Finance Ministry is also present.

The Committee arrives at its own conclusion on the irregularities. It is not an executive body and cannot take action against delinquent officials. It makes recommendations to the Finance Ministry which may or may not accept them. Usually an attempt is made to implement them. The report of the Public Accounts Committee is laid before Parliament but it seldom has time to go through it. The financial work of the year is then complete.

This chapter traces how taxes are raised by Government, how its budget is framed, and describes the procedure according to which money is spent. The financial transactions are recorded permanently in the shape of accounts, which are audited later. A report on the accounts is made to Parliament. The whole cycle takes three years (vide Appendix) but even as it is coming to an end, the work on two other budget cycles is proceeding vigorously. While the current year's budget is being operated, the one for the coming year is being framed.

#### APPENDIX

#### BUDGET CALENDAR FOR THE FINANCIAL YEAR 1958-59

##### I. BUDGET PREPARATION

1. Department prepares estimates July-Oct., 57
2. Administrative Ministry scrutinises estimates Oct.-Dec., 57

3. Accountant - General scrutinises departmental estimates and prepares estimates regarding pension and interest charges Oct.-Dec., 57

4. Finance Ministry prepares rough budget forecasts which are returned to the Accountant-General	Latter part of Dec., 57	III. EXPENDITURE	
5. Accountant - General forwards budget notes and demand statements to the Finance Ministry	Jan., 58	1. Ministries and Departments incur expenditure against grants during the year	
6. Finance Ministry passes orders on budget notes and sends them to Accountant-General who communicates back the recasted figures	Before middle of Feb., 58	Administrative Ministries communicate Statement of excesses and savings to the Finance Ministry	Once in Dec., 58, and again in Feb., 59
7. Accountant - General sends telegram to the Finance Ministry about changes of more than one lakh rupees to be made in the estimates on the basis of latest available expenditure and receipt figures for 1957-58	Middle of Feb., 58	2. Parliament passes supplementary budget estimates	Before March 31, 59
8. Finance Ministry prepares Demands for Grants and Annual Financial Statements	End of Feb., 58	3. Finance Ministry sanctions re-appropriations	Before March 31, 59
II. MONEY IN PARLIAMENT		IV. ACCOUNTS AND AUDIT	
1. Budget presented to Parliament	Early March, 58	1. Accounting and auditing carried on concurrently each month	
2. Vote on Account	Before 31 March, 58	Finance Accounts closed	July/Aug., 59
3. Passing of Demands for Grants, and Appropriation Act	May, 1958 (End of Parliament Session)	Appropriation Accounts finalised	Dec., 59 or Jan., 60
		2. Audit report submitted with Appropriation Accounts	Dec., 59
		Advance Audit Report submitted in case Appropriation Accounts are delayed	Nov. or Dec., 59
		3. P. A. C. considers accounts	March, 60 session or July, 60 session (depending on backlog of work of P.A.C.)

## SERVICE STRUCTURE AND STAFFING

IN INDIA, Government is the largest single employer of all but the manual workers. There are many different types of jobs of varying importance to be done. Specially after independence, there has been enormous expansion of the activities and obligations of Government both in scope, volume and complexity. In 1939, the total number of employees on the pay roll of the Central Government, exclusive of the members of the Armed Forces, the Railways, and the Posts and Telegraph establishments, was of the order of 49,000. Employment in the Central Government increased from 577,386 at the end of 1950 to 669,439 at the close of 1956. Roughly speaking, there has been an increase of  $2\frac{1}{2}$  per cent per annum. These figures are exclusive of employment in Railways, Indian Embassies and Missions abroad.

The service structure and staffing arrangements in India have grown and developed from time to time to meet the nature and volume of administrative tasks devolving upon the Government. The present service structure, though not unified, is balanced enough for the purpose of carrying out specialised work as well as tasks of a general nature and tasks requiring co-ordination and integration of work of diverse character. At the core of the service structure, there are the generalist-administrator services, all-India and State, charged with the responsibility of assisting the

political executives with policy-making and also with the duty of ensuring the execution of government policies.

The actual execution of government policies and programmes is, however, entrusted either to the executive wings of the generalist service or to the functional services. The functional services have been set up where the type of work involved is primarily of a specialised nature and it is voluminous enough to require a separate service, e.g., Income-tax, Customs, Excise, Accounts, etc. etc. The pyramid of the functional or specialised services runs, in some cases, to the topmost secretariat posts — these posts are staffed by general administrators or functional specialists depending upon the exigencies of the situation. These services are manned by persons of graduated age and specialised experience specifically recruited for occupying a group of posts in a particular category. Fresh entry into these services is nearly always at the lowest level and as the new recruits grow in age and experience they hold increasingly more responsible posts in the hierarchy. Closely allied with the functional are the specialist services and cadres, recruitment to which is made on the basis of professional qualifications and experience. Where the magnitude of work is not large enough, *ad hoc* specialist posts have been provided for. The main specialists services are the State P.W.D. Engineering Cadres, the

State Education and Forest Services, and the State Health Services.

The system of separate functional services for carrying out distinct functions does not exist in all countries. Three factors primarily responsible for its development are: (1) the need for differentiation between policy-making and execution; (2) the geographical size of the country and the large magnitude of governmental work; and (3) the specialist nature of certain operations. The consideration of separation of policy-making functions from the work of their actual execution is of paramount importance in the administration of any democratic country. The vastness of the territory to be covered by a particular activity of the Government has been a major force making for the organisation of certain services on a functional basis. This factor, has, for the activities of the government as a whole, led to regionalisation of the administrative machinery in the country — breaking the country into a number of States, each State into a number of Divisions, each Division into a number of Districts and each District into a number of Taluks and so on. It has also necessitated an over-all staffing pattern of generalist-administrator type designed to provide a hierarchy of officers for the purpose of co-ordination and unified direction at each level. In all work relating to the formulation of policies, the generalist-administrators, however, consult the heads of the functional and specialist services; the policy, in fact, is a joint product of both.

The third factor — the growing specialisation of work in certain branches of government activity — has become increasingly important in recent years due

to the acceptance of the Welfare State and a socialist pattern of society as the national goals. It has given a new impetus to the organisation of functional and specialist services. Two recent examples of such services set up at the Centre are: The Central Health Cadre and the Central Legal Cadre.

Although the growing needs of the country demand separate services for specialised functions, the practice is gaining ground to have a freer flow of officers, with administrative experience and insight, from one activity to another at the higher levels of the hierarchy in order to build up a nucleus of higher administrative personnel.

The present system of service classification in India is both vertical and horizontal. The services are classified vertically according to the type of work done. Under the concept of vertical classification, there are three main categories: (1) Generalist-Administrative Services, e.g., the Indian Administrative Service and the State Civil Service; (2) Functional Services, e.g., the Income-tax Service, the Indian Audit and Accounts Service, the Central Customs Service, the Central Excise Service, the Indian Foreign Service; and (3) Specialist Services, e.g., the State Health Service, the Engineering Cadres of State Public Works Departments, etc. The generalist-administrative services are primarily concerned with work relating to the administration of the land revenue system and regulatory functions of government; their personnel have, however, also been employed in recent years to look after industrial and commercial activities of the State. In a broad sense, these

administrative services are also functional in nature.

There also exists a Central Secretariat Service at the Centre and a ministerial service in the States. The Central Secretariat Service is divided into 5 grades; it was started in its present form in 1950 for manning posts involving secretarial work of varying importance within the secretariat as a whole.

The horizontal classification of services is based on the degree of the importance of work and the nature and scale of responsibilities involved. The services are horizontally classified into 4 categories, viz., Class I (equivalent to Administrative Class in Great Britain); Class II (equivalent to Executive Class in Great Britain); Class III (clerical personnel); and Class IV (messengers, watchmen, etc.).

The staffing pattern in the Central Secretariat is described below. The entire personnel position in the secretariat falls into two categories as follows:

- (A) *Higher Secretariat Staff*
- (B) *Subordinate Establishment or Ministerial Staff*

(A) *Higher Secretariat Staff*

There are five regular grades of officers in this category.

1. Secretary (Pay Rs. 3,000 p.m. if held by an I.A.S. Officer, but Rs. 4,000 p.m. if held by an I.C.S. Officer)
2. Joint Secretary (Pay Rs. 2,250 p.m. if held by an I.A.S. Officer, but Rs. 3,000 p.m. if held by an I.C.S. Officer)
3. Deputy Secretary (Scale of pay Rs. 1,100-50-1,300-60-1,600-100-1,800 p.m.)

4. Under Secretary (Scale of pay Rs. 800-50-1,150 p.m.)

Sometimes, there is an Additional Secretary also.

The higher Secretariat posts are generally manned by officers of the Indian Civil Service, the Indian Administrative Service and the Central Class I Services. The posts of Under Secretary are, however, generally filled by officers of the Central Secretariat Service. The outstanding officers of that service are also promoted to the posts of Deputy Secretary.

The system of staffing in the higher secretariat service is known as "tenure system" which is in force in the Government of India since 1905.

Recently, a scheme has been drawn up which is intended to make systematised arrangements for staffing senior administrative posts at the Centre and above the rank of Deputy Secretary. Such posts will be staffed by officers borrowed from:

- (i) State cadres of the I.A.S. on tenure or deputation; or
- (ii) Central Services, Class I, viz., Indian Audit and Accounts Service, Indian Revenue Service, Indian Defence Accounts Service, Indian Postal Service, etc.
- (iii) Officers of the selection grade of the Central Secretariat Service.

At the initial constitution of the grade, the authorised strength will be 45. Appointments to the selection grade will be made by promotion of confirmed officers of the grade I of the Central Secretariat Service on the advice of the Central Establishment Board with the approval of the Appointments Committee of the Cabinet.

(iv) *Officers of the Central Administrative Pool*

The Central Administrative Pool will consist of *two branches*, viz., *The Economic Branch and the General Administration Branch*. Officers of the Economic Branch are generally attached to the Ministries of Finance, Commerce and Industry, Iron and Steel, and Community Development and to some branches of the Planning Commission, etc. The main feature of all such posts is that the holder should have an understanding of economic affairs as well as experience of administration. Every officer selected for appointment to the Economic Branch of the Pool will be required to undergo such training as may be prescribed by the Central Establishment Board.

Officers of the General Administration Branch will normally be employed in other Secretariat and higher executive posts. The initial total strength will be about 120 including 100 officers for the Economic Branch and 20 officers for the General Branch. In addition, about 20 officers may be either in training or on trial preparatory to absorption in the Pool.

The Pool will be composed of officers of the following categories:

- (a) officers of the I.A.S. permanently seconded to the Pool;
- (b) officers of the Central Service Class I permanently seconded to the Pool;
- (c) Grade I officers of the Central Secretariat Service selected for the post; and
- (d) persons with specialised qualifications recruited direct from the open market at higher age levels. Selection to either Branch of the Pool

will be made by a committee of senior Secretaries which will include the Cabinet Secretary and will be presided over by the Chairman, U.P.S.C.

B. *Subordinate Establishment or Ministerial Staff*

The officers in this category consist of:

- (i) *Superintendent* (now designated as Section Officer. Scale of pay Rs. 530-30-800 p.m. Gazetted Class I)

Appointment to this grade is primarily made by promotion based purely on merit. The promotion is made in two ways: one half of the vacancies is filled Ministry-wise by promotion from amongst Assistant Superintendents who have completed at least 6 years of service in that grade; the remaining half is filled by selection from a pool of Central Secretariat Assistant Superintendents who have not less than 6 years but not more than 10 years of service to their credit in that grade. Both the types of selection are made on the advice of the Union Public Service Commission.

- (ii) *Assistant Superintendent* (Scale of pay Rs. 275-25-500 p.m. Gazetted Class II)

Out of every 4 vacancies, 2 are filled by candidates chosen on the results of the combined competitive examinations conducted by the Union Public Service Commission for the I.A.S. etc. in September each year. Another vacancy out of the four is filled by promotion from among the candidates who are successful in a limited competitive test specially

held for existing Assistants. The remaining one vacancy is filled by departmental promotion Ministry-wise on the basis of seniority-cum-efficiency.

Direct recruits to this grade are kept on probation for one year and have to undergo a training course of one year which includes 3 months in the Secretariat Training School. Failure to show sufficient progress during the probationary period may result in discharge from service. Officers of this grade (both those directly recruited and those who are promoted from the rank of Assistants) are eligible for promotion to the grade of Superintendent on completion of at least 6 years' service, but not more than 10 years' service, in the grade after passing the departmental tests which may be prescribed in order to determine the suitability of candidates for promotions.

- (iii) *Assistant* (Scale of pay Rs. 160-10-300-E.B.-15-450 p.m. Non-gazetted Class II)

One out of every 4 vacancies is filled Ministry-wise by promotion from below the rank of Assistant on the basis of seniority-cum-efficiency after the eligible employees have successfully completed three years' service. The remaining 3 vacancies are pooled for the Central Secretariat as a whole and filled from among the successful candidates at the Competitive Ministerial Services Examination conducted by the Union Public Service Commission annually. Candidates eligible for admission to this examination should be at least graduates or should have equivalent qualifications and should be within the age limits of 20-22 years. Relaxation of age limit is allowed only

in the case of Scheduled Castes/Scheduled Tribes candidates. Persons selected are kept on probation for one year, and have to undergo a course of training for six months prescribed by the Ministry of Home Affairs.

In order to consider departmental candidates for any of the vacancies, each Ministry prepares a list of "Departmental Candidates" under its administrative control and divides them under three grades, viz., Superintendents (Now Section Officers), Assistant Superintendents and Assistants for which they are considered suitable and arrange them in order of preference. At this stage, not only seniority is counted but efficiency of a particular candidate is also given equal weight. The order of preference is determined on the recommendation of the Departmental Promotion Committee whose recommendations are sent to the Union Public Service Commission through the Ministry of Home Affairs. The Union Public Service Commission reviews and scrutinizes the Departmental Promotion Committee's recommendations; interviews such candidates as they may consider necessary, and forwards to the Ministry of Home Affairs a consolidated list of candidates it considers suitable for appointment to the grades recommended. The entire strength of Superintendents and one-half of the strength of Assistant Superintendents and Assistants is filled up from the above list of the Union Public Service Commission. The remaining one-half of the sanctioned strength of Assistants is filled by competitive examination conducted by the Union Public Service Commission annually. Roughly speaking,

three-fourths of the total vacancies are filled by existing incumbents and one-fourth by outsiders. The term outsider signifies all persons who are eligible for applying to the Special Recruitment Board set up for selection of candidates for the Indian Administrative Service and certain Central Services Class I vacancies.

- (iv) *Upper Division Clerk* (Scale of pay Rs. 80-5-120-E.B.-8-200-10/2-220 p.m.)

All permanent vacancies in the 'General quota' are filled in the following manner:

(a) A portion of one-half of the vacancies is filled by confirmation of quasi-permanent Upper Division Clerks and persons in the regular temporary establishment of Assistants (the proportion is fixed with the approval of the Ministry of Home Affairs).

(b) The balance of one-half of the vacancies in each Ministry is filled by promoting Lower Division Clerks on the basis of seniority-cum-merit. In this connection, the main Ministry and its Attached Offices are treated as one unit.

(c) The other half is filled on the basis of the results of a combined competitive examination for Ministerial Service conducted by the Union Public Service Commission. The minimum qualification for competing in the examination is a university degree or an equivalent qualification and the candidates should be within the age limits of 20-22 years. Permanent and quasi-permanent lower division clerks are allowed to compete in the examination provided they are not above 30 years of age. Age relaxation is

allowed in the case of Scheduled Castes/Scheduled Tribes candidates. Persons recruited direct through examination are kept on probation for one year and undergo a course of training prescribed by the Ministry of Home Affairs. During the probationary period they are required to pass a test in typewriting at the rate of 30 words per minute conducted by the Union Public Service Commission or such other authority as may be decided.

- (v) *Lower Division Clerk* (Scale of pay Rs. 60-3-81-E.B.-4-125-5-130 Grade II)

All permanent vacancies as well as temporary vacancies which may be of more than three months duration are filled by direct recruitment on the basis of a competitive examination conducted by the Union Public Service Commission. Certain adjustments may be made for absorbing the quasi-permanent incumbents of Lower Division Clerks.

The minimum educational qualification for admission to such an examination is matriculation or an equivalent qualification and candidates should be within the age limits of 17-20 years. Usual relaxation in age is allowed in case of Scheduled Castes/Scheduled Tribes candidates. Candidates recruited direct through examination are kept on probation for one year and undergo a course of training prescribed by the Ministry of Home Affairs. During their probationary period they are required to pass a typing test at the rate of 30 words per minute conducted by the Union Public Service Commission or any such authority. If they fail to qualify in typing they are liable to be discharged from service.

Further, there is a provision that if persons recruited direct pass a typing test at the rate of 40 words per minute (conducted by the Union Public Service Commission or any such authority) they may be considered for two advance increments. Permanent Lower Division Clerks are eligible for promotion on the basis of seniority-cum-efficiency to the grade of Upper Division Clerk after successful completion of 3 years service.

#### *Appointment of Class IV Staff*

The Class IV Cadre staff includes: Messenger-cum-peon, Farash, Sweeper, Watchman, Elevator Operator, Staff Car Driver, etc. The appointing authority for all the above posts rests with the Head of a Department/Ministry. Since the key officers of a department are generally busy with more important functions, powers for appointment and selection of Class IV posts are delegated to lower officers—usually to the Under Secretary in charge of administration and establishment work. Generally, a kind of fixed qualification and experience is prescribed for all Class IV appointments. When vacancies occur in a Ministry or Department and sanction for filling such vacancies exists, the Department/Ministry concerned notifies the vacancy to the Local Employment Exchange for a list of suitable candidates. On receiving such a list, the Ministry or the Department

concerned goes through the list and calls only suitable candidates who fulfil the necessary qualifications and experience for interview. After interview, appointment orders are issued by the Under Secretary (Administration) to the candidates found satisfactory at the interview.

#### *Appointment of Stenographers*

The Central Government decided in 1947 to centralise recruitment of all Stenographers by means of a competitive examination conducted by the Union Public Service Commission in September annually. The minimum educational qualification for admission to this examination is matriculation or an equivalent qualification and candidates should be within the age limits of 18-24 years. Successful candidates after appointment are kept on probation for one year.

#### *Selection Posts*

There are a large number of selection posts in the Central Government, for which qualified and competent personnel are recruited for taking up duties immediately after their appointment. The recruitment for such vacancies is made by the Union Public Service Commission, by a method of competitive interview. A representative of the Ministry and one or more specialists or experts unconnected with the Ministry concerned take part in such interviews in an advisory capacity.

## CHAPTER XXXII

# WORKING CONDITIONS

### *System of Pay*

THE Establishments of all offices in the Government of India are divided into two broad categories, viz., (i) Gazetted, and (ii) Non-Gazetted. All Gazetted officers are "self-drawing officers" in so far as their salary and allowances are concerned. The appointment of the Gazetted officers is notified in the Gazette of India. An advance copy of the Gazette Notification along with a copy of the letter of appointment, which states the date of appointment and also the rate of pay and allowances which will be admissible to the officer, is sent to the Audit Officer concerned (Accountant-General, Deputy Accountant-General, etc., Central Revenues). The Audit Officer issues to the officer concerned an authority known as "pay slip" authorising him to draw his pay and allowances at the rate shown in the authority, from the date of his appointment onwards. On the basis of this authority, the monthly pay bill of the officer is prepared by his office in the prescribed form, which the officer concerned signs since he is a "self-drawing" officer. The pay bill is sent to the Treasury Officer, who, after necessary scrutiny, passes the bill for payment and issues a treasury cheque to the officer concerned.

The pay and allowances of the non-gazetted establishment is drawn on what is known as "establishment pay bill" by an officer of the Department, who is

called Drawing and Disbursing Officer for the pay bills, etc. of the non-gazetted establishment in question, on the basis of the appointment order issued by the Establishment Section of the office concerned. The appointment order states the date of appointment and the rate of pay and allowances which will be admissible to the officer. Establishment pay bills are prepared by the Cash or Accounts Branch of the office concerned, according to categories of staff. Thus, one establishment pay bill is prepared for all non-gazetted officials of one category of a particular establishment. The establishment pay bills are signed by the authorised Drawing and Disbursing Officers and sent to the Treasury Officer for scrutiny and passing of payment order. After the bills are passed for payment, cheques for the amounts are issued to the Cashier of the office concerned who is authorised by the Drawing and Disbursing Officer to receive the cheques from the Treasury Officer. The Cashier encashes the cheque from the Bank on which it is drawn, and disburses the pay to the members of the staff after obtaining their signatures on the "acquittance roll" in token of their having received payment.

### *Hours of Work*

Ordinarily a 36-hour week of work is observed. The normal office timings are 10 a.m. to 5 p.m. with half an hour's break for lunch from 1 p.m. to 1-30 p.m.

on Mondays to Fridays. The working hours on Saturdays are 10 a.m. to 1-30 p.m. But timings vary in certain cities and Departments of the Government, though on the whole, the 36-hour a week of work is observed in all Departments.

Non-Gazetted officials and officials not holding supervisory appointments are allowed late duty allowance at prescribed rates if they are required to sit late in office after 7 p.m. on working days or if they are required to attend the office on Sundays and gazetted holidays. Similarly, non-gazetted officers, who are required to stay in office over-night for disposal of work are given a prescribed rate of night duty allowance. Generally, each Department has a Resident Clerk, whose hours of work are from 5 p.m. to 10 a.m. of the following day.

### *Leave*

Government servants in a non-vacation Department are entitled to the following leave:

- (a) *Casual Leave* up to 15 days in any calendar year. Technically, a Government servant on casual leave is not treated as absent from duty and his pay is not intermitted. The unavailed portion of casual leave lapses with the calendar year.

- (b) *Earned leave or privileged leave*

A Government servant during the first year of his duty earns "Earned Leave" at the rate of  $1/22$ nd of the period spent on duty. In the subsequent year, he earns leave at the rate of  $1/11$ th of the period spent on duty. Permanent officers earn leave at the rate of

$1/11$ th of the period spent on duty from the date of their initial appointment.

This leave can be accumulated up to a certain limit varying in the case of classes of officers depending upon whether they are governed by the leave rules under the Fundamental Rules or under the Revised Leave Rules.

A Government servant is also entitled to half pay leave or leave on half average pay at the rate of 20 days for each completed year of service.

A Temporary Government servant is also entitled to extraordinary leave (leave on loss of pay) up to 3 months at any given time. Permanent officers are, however, entitled to extraordinary leave up to 5 years.

### *Sick Leave*

Leave on half pay or half average pay can be granted both on grounds of private affairs as well as on medical grounds. In case of leave on medical grounds, the half pay leave due can be commuted to half the leave on full pay. In case of occurrence of a case of an infectious disease in the family of the Government servant, special quarantine leave up to 21 days at a time is also admissible.

Temporary Government servants suffering from tuberculosis or leprosy are also given extraordinary leave up to 18 months on any one occasion, in relaxation of the general orders regarding grant of extraordinary leave not exceeding three months on any one occasion.

### *Superannuation*

Ministerial Government servants, who entered service before April 1, 1938

and held permanent appointment under the Government are required to retire at the age of 55 years, but are ordinarily retained in service up to the age of 60 years if they continue to be efficient, mentally alert and physically fit. All other ministerial Government servants, who entered service after 1.4.38, and officers of all other categories are required to retire on attaining the age of 55 years. For officers of the All-India Services and for late Secretary of State Services, the rules of superannuation are different.

#### *Disciplinary Procedure*

When the conduct of a Government servant comes under adverse criticism or notice or a complaint is made against him for acts of misconduct, etc., disciplinary proceedings may be initiated against him. Any of the 7 penalties mentioned in the Central Civil Services (Classification, Control and Appeal) Rules 1957 may, for good and sufficient reason, according to the procedure prescribed in the Rules, be imposed on the Government servant concerned. The penalties referred to in the Rules have been sub-divided into "minor penalties" like censure, withholding of increments or promotion, etc.

and "major penalties" like reduction in rank, removal or dismissal from service, etc.

The procedure for imposing minor penalties is simple and requires that orders imposing the penalties should be passed by the prescribed authority only after the Government servant has been informed in writing of the proposal to take action against him and of the allegation on which it is proposed to be taken and has been given an opportunity to make any representation that he may wish to make. Wherever rules require, the Union Public Service Commission is consulted.

The procedure for imposing major penalties, however, requires that a proper enquiry, etc. should be held into the allegations and orders passed by the prescribed authority only after the facts brought out in the enquiry, as also representation, etc. of the Government servant concerned have been taken into account and wherever necessary the Union Public Service Commission have been consulted. C.C.S. (C.C.A.) Rules provide for appeals against orders imposing penalties on the Government servant and also in other specified matters.

## INDEX

## INDEX

- Accounts Department, Indian Audit and, 368-373
- Administrative powers — Distribution between the Union and the States, 15
- Agriculture, Department of, 199-231
- Atomic Energy, Department of
  - history of, 336
  - organisation of, 336-337
  - State undertakings, 337
  - staff, strength of, 337
- Audit and Accounts Department, Indian, 368-373
  
- Broadcasting, Ministry of Information and, 295-308
- Budget cycle, 384-398
  
- Cabinet, 25
- Cabinet Secretariat
  - history of, 339
  - functions and organisation of, 339-341
  - attached office, 341
- Census (Office of the Registrar-General), 83
- Citizenship, 10
- Civil Aviation and Communications, Department of, 167-181
- Civil Service
  - Establishment Board, Central, 85
  - Finance, Ministry of, Establishment Division, 63
  - public services, 81
  - Service Selection Board, Central Secretariat, 84-85
  - service structure and staffing, 399-408
  - Union Public Service Commission, 357-367
  - working conditions, 406-408
- Colombo Plan, 97, 122, 128, 252, 343
- Commerce and Industry, Ministry of
  - history of, 94-95
  - functions and organisation of, 95-96
  - attached offices, 96-99
  - subordinate offices, 100-103
  - state undertakings, 103-109
  - boards, 109-111
  - commission, 111
  - committee, 111
  - semi-government organisation, 112
  - advisory bodies, 112-118
  - staff, strength of, 118
- Commonwealth Relations, Department of, 38
- Communications, Department of, 167-181
- Community Development, Ministry of
  - history of, 329
  - functions and organisation of, 329, 330-333
  - subordinate offices and other units, 333
  - staff, strength of, 333
- Comptroller and Auditor General, 371-373, 383
- Constitution, Amendment of the, 16
- Constitutional development, — 1950, 3-8
- Constitution of India, 1949, 9-16
- Corporations, Statutory
  - Air-India International Corporation, 177-178
  - Damodar Valley Corporation, 243-244
  - Indian Airlines Corporation, 177, 178
  - Life Insurance Corporation, 68
- Cultural Activities and Physical Education, Department of, 262-266
  
- Departments, History and growth of, 29-32
- Defence, Ministry of
  - history of, 45-47
  - functions and organisation of, 47-49
  - army headquarters, 50-51
  - naval headquarters, 51-52
  - air headquarters, 52-53
  - inter-service organisations, 53-56
  - advisory bodies, 56-57
  - staff, strength of, 57
- Education and Scientific Research, Ministry of
  - Education, Department of
    - history of, 247-248

- functions and organisation of, 249-257
- subordinate offices, 257-258
- advisory bodies, 258-262
- Cultural Activities and Physical Education,
  - Department of
    - functions and organisation of, 262
    - attached office, 263
    - subordinate offices, 263-269
    - autonomous bodies, 269
    - advisory bodies,
      - staff, strength of, 266
- Scientific Research and Technical Education,
  - Department of
    - history of, 267, 269-270
    - functions and organisation of, 270
    - subordinate offices, 271-277
    - advisory body, 277-278
    - staff, strength of, 278
- Election Commission
  - functions and organisation of, 374-375
  - staff, strength of, 375
- Employment, *see* Labour and Employment, Ministry of
- Establishment Board, Central, 85
- External Affairs, Ministry of
  - history of, 37-38
  - functions and organisation of, 38-40
  - subordinate offices of, 40-42
  - advisory body, 42
  - Indian missions abroad, 42-44
  - staff, strength of, 44
- Finance, Ministry of
  - history of, 59-61
  - functions and organisation of, 61-70
  - attached offices of, 71-74
  - subordinate offices of, 74-76
  - advisory bodies of, 77-78
  - staff, strength of, 78
- Financial Administration
  - fundamental features, 379-381
  - financial entities, 381-383
  - budget cycle, 384-398
- Financial powers, Revenue and — Distribution
  - between the Union and the States, 14-15
- Food and Agriculture, Ministry of
  - Food, Department of
    - history of, 193, 195-196
    - functions and organisation of, 196
    - attached office, 197-198
    - subordinate offices, 198
    - advisory bodies, 198-199
    - staff, strength of, 199
  - Agriculture, Department of
    - history of, 199-201
    - functions and organisation of, 201-209
    - attached offices, 209-219
    - subordinate offices, 219-227
  - Registered Societies and Corporations,
    - 227-228
    - advisory bodies, 229-231
    - staff, strength of, 231
- Food and Agriculture Organisation, 205
- Ford Foundation, U.S.A., 97, 103, 219
- Foreign affairs, *see* External Affairs, Ministry of
- Fuel, *see* Steel, Mines and Fuel, Ministry of, 125-137
- Fundamental Rights, 10-11
- Harijan Welfare, Central Advisory Board for, 86-87
- Health, Ministry of
  - history of, 279
  - functions and organisation of, 281-286
  - attached offices, 286
  - subordinate offices, 287-291
  - advisory bodies, 291-293
  - staff, strength of, 293
- High Courts, 28
- Home Affairs, Ministry of
  - history of, 79-80
  - functions and organisation of, 80-82
  - attached offices, 82-83
  - subordinate offices, 83-84
  - advisory bodies, 84-89
  - staff, strength of, 89
- Housing and Supply, *see* Works, Housing and Supply, Ministry of
- Indian Audit and Accounts Department
  - history of, 368-371
  - functions of the Comptroller and Auditor-General, 371-373

- staff, strength of, 373
- Indian Overseas Department, 38
- Industry, *see* Commerce and Industry, Ministry of
- Information and Broadcasting, Ministry of
  - history of, 295-296
  - functions and organisation of, 296
  - attached offices, 297-302
  - subordinate offices, 302-306
  - advisory bodies, 306-308
  - staff, strength of, 308
- International Labour Office, 160, 190
- Iron and Steel, Department of, *see* Steel, Mines and Fuel, Ministry of, 119-125
- Irrigation and Power, Ministry of
  - history of, 233-234
  - functions and organisation of, 235-241
  - attached office, 241-242
  - other units, 242-245
  - advisory bodies, 245-246
  - staff, strength of, 246
- Judiciary, 26-28
- Labour and Employment, Ministry of
  - history of, 183
  - functions and organisation of, 184-185
  - attached offices, 185-187
  - subordinate offices, 187-188
  - advisory bodies, 188-191
  - staff, strength of, 192
- Law, Ministry of
  - history of, 91-92
  - functions and organisation of, 92-93
  - subordinate offices, 93
  - staff, strength of, 93
- Legislative powers — Distribution between the Union and the States, 13-14
- Legislative powers, State — Curtailment in emergencies, 14
- Local Self-Government, 281, 285
- Meteorological Department, 175
- Mines and Fuel, Department of, *see* Steel, Mines and Fuel, Ministry of, 125-137
- Ministers, The Council of, 25
- Ministries
  - history and growth of, 31-32
  - organisation of, 32
- Minority Affairs, *see* Rehabilitation and Minority Affairs, Ministry of
- O and M Division, 340-341
- Parliament, 21-24
  - Lok Sabha (Lower House), 21
  - Rajya Sabha (Upper House), 21
  - powers of, 22
  - legislative procedure of, 22-23
  - financial procedure of, 23
  - officers of, 23-24
  - committees of the Houses, 24
- Parliamentary Affairs, Department of, 334-335
- Partition Secretariat, 338
- Physical Education, 262-266
- Planning Commission
  - history of, 342-343
  - functions and organisation of, 343-351
  - advisory bodies, 351-353
  - staff, strength of, 353
- Power, *see* Irrigation and Power, Ministry of
- Powers — distribution between the Union and the States
  - Legislative, 13-14
  - Revenue and Financial, 14-15
  - Administrative, 15
- Powers — separation within the Union and the States, 15
- President, 16-20
  - powers of, 18-19
  - Secretariat, 19
- Prime Minister, 25
- Programme Evaluation Organisation, 351
- Public Services, 81
- Railway Inspectorate, 175-176
- Railways, Ministry of
  - history of, 138-142
  - functions and organisation of, 143-144

- railway system, 144-147
    - attached office, 147-148
    - subordinate offices, 148-149
    - consultative bodies, 149-150
    - finance, 150-151
    - powers and functions of Central Government, 151-152
    - relations with other Ministries, 152
  - Rehabilitation and Minority Affairs, Ministry of
    - functions and organisation of, 323, 325
    - subordinate offices, 327-328
    - advisory bodies, 328
    - staff, strength of, 328
  - Reorganisation Unit, Special, 64
  - Research, *see* Scientific Research
  - Revenue and financial powers — Distribution between the Union and the States, 14-15
- 
- Scientific Research and Technical Education,
    - Department of, 267-278
  - Secretariat procedure, 33
  - Semi-Government Organisations
    - Central Social Welfare Board, 258
    - Indian Standards Institution, 89, 112
  - Separation of Powers within the Union and the States, 15
  - Service Selection Board, Central Secretariat, 84-85
  - Service Structure and Staffing, 399-405
    - Public Services, 81
    - Working conditions, 406-408
  - Societies, Registered
    - All-India Cattle Show Committee, 228
    - Central Council of Gosamvardhana, 227-228
    - Council of Scientific and Industrial Research, 273-276
    - Indian Council of Agricultural Research, 209-217
    - Indian Institute of Public Administration, 67, 350
  - State Policy, Directive Principles of, 11
  - State Undertakings
    - Ashoka Hotels Limited, 320
    - Bharat Electronics (Private) Limited, 54
    - Bhilai Steel Project, 121-122
    - Durgapur Steel Project, 122
    - Eastern Shipping Corporation, 157
    - Export Risks Insurance Corporation (Private) Limited, 108-109
    - Heavy Electricals (Private) Limited, Bhopal, 107-108
    - Hindustan Aircraft (Private) Limited, 53
    - Hindustan Antibiotics (Private) Limited, 105
    - Hindustan Cables (Private) Limited, 106
    - Hindustan Housing Factory (Private) Limited, 320
    - Hindustan Insecticides (Private) Limited, 106-107
    - Hindustan Machine Tools (Private) Limited, Jalahalli, Bangalore, 106
    - Hindustan Shipyard Limited, 159
    - Hindustan Steel (Private) Limited, 121, 124-125
    - Indian Rare Earths (Private) Limited, 337
    - Indian Telephone Industries (Private) Limited, Bangalore, 176-177
    - Nahan Foundry (Private) Limited, 108
    - Nangal Fertilizers and Chemicals (Private) Limited, 107
    - National Coal Development Corporation (Private) Limited, Ranchi, 129-133
    - National Industrial Development Corporation (Private) Limited, 104
    - National Instruments (Private) Limited, 104-105
    - National Research Development Corporation of India, 277
    - National Small Industries Corporation (Private) Limited, 103
    - Neyveli Lignite Corporation (Private) Limited, 128, 133-134
    - Orissa Mining Corporation (Private) Limited, 109
    - Rehabilitation Housing Corporation (Private) Limited, 328
    - Sindri Fertilizers and Chemicals (Private) Limited, 107
    - State Trading Corporation (Private) Limited, 104
    - Travancore Minerals (Private) Limited, 337
    - Western Shipping Corporation, 157
  - Statistical Organisation, Central, 341
  - Statutory Authorities
    - Attorney-General of India, 16
    - Commissioner for Scheduled Castes and Tribes, 16, 83
    - Comptroller and Auditor-General of India, 16

- Election Commission, 16
- Union Public Service Commission, 16, 82, 357-367
- Statutory Bodies
  - Air Transport Council, 179
  - Aligarh Muslim University, 249
  - All-India Khadi and Village Industries Commission, 111
  - Banaras Hindu University, 249
  - Bombay Port Trust, 157
  - Calcutta Port Commissioners, 157
  - Capital Issues Advisory Committee, 77
  - Central Board of Revenue, 62-63
  - Central Electricity Authority, 245
  - Central Electricity Board, 245
  - Central Silk Board, 110-111
  - Central Warehousing Corporation, 228
  - Coal Board (Statutory Body), Calcutta, 132-133
  - Coir Board, 110
  - Company Law Advisory Commission, 77
  - Drug Technical Advisory Board, 284
  - East Punjab Special Tribunal (cases of bribery and corruption), 93
  - Forward Markets Commission, Bombay, 102
  - Income-Tax Appellate Tribunal, 93
  - Indian Coffee Board, 109
  - Indian Rubber Board, 110
  - Indian Tea Board, 109
  - Madras Port Trust, 157
  - National Co-operative Development and Warehousing Board, 228
  - Railway Board, 139-144
  - Railway Rates, Tribunal, 148
  - Tariff Commission, 101
  - University Grants Commission, 258-259
  - University of Delhi, 249
  - Visva-Bharati, 249
- Steel, Mines and Fuel, Ministry of
  - history of, 119
- Iron and Steel, Department of
  - history of, 119
  - functions and organisation of, 121-124
  - attached offices, 124
  - subordinate offices, 124-125
- Mines and Fuel, Department of
  - history of, 125
  - functions and organisation of, 125-129
  - subordinate offices, 130-132
  - other units, 132-134
  - advisory bodies, 134-137
  - staff, strength of, 137
- Supply, *see* Works, Housing and Supply, Ministry of
- Supreme Court, Powers of, 26-28
- Technical Co-operation Mission, U.S.A., 97, 208, 219
- Technical Education, 267-278
- Transport and Communications, Ministry of
  - history of, 153
  - Transport, Department of
    - history of, 153-155
    - functions and organisation of, 155-159
    - subordinate offices and other units, 159-163
    - advisory bodies, 163-167
    - staff, strength of, 167
- Civil Aviation and Communications, Department of
  - history of, 167-169
  - functions and organisation of, 169-171
  - attached offices, 171
  - subordinate offices, 175-176
  - state undertakings, 176-177
  - Air Corporations, 177-178
  - advisory bodies, 179-181
- Tribal Welfare, Central Advisory Board for, 86
- UNESCO, 249, 252, 255, 276
- Union, the, and the Units and the Zones, 11-13
- Union Public Service Commission, 82
  - history of, 357-362
  - functions and organisation of, 362-367
  - staff, strength of, 367
- United Nations International Children's Emergency Fund, 107, 285, 287, 288
- United Nations Technical Assistance Board, New Delhi, 71, 107
- Units and Zones, 11-13
- Vice-President, 20

- Working conditions, 406-408
- Works, Housing and Supply, Ministry of  
  history of, 309, 311  
  functions and organisation of, 311-313  
  secretariat, 314  
  attached offices, 314-318  
  subordinate offices and offices located abroad,  
    318-320
- state undertakings, 320  
  advisory bodies, 321-322  
  staff, strength of, 322
- World Health Organisation, 285-287
- Zones, 11-13



**मसूरी**  
**MUSSOORIE.**

**This book is to be returned on the date last stamped.**

[illegible]

107902  
अवाप्ति संख्या  
Acc No. 3166  
वर्ग संख्या 354-5406  
Class No. Ind  
पुस्तक संख्या  
Book No. \_\_\_\_\_

लेखक  
Author \_\_\_\_\_  
शीर्षक  
Title The Organisation of the  
Government of India

निर्गम दिनांक | उधारकर्ता की संख्या | हस्ताक्षर  
Date of issue | Borrower's No. | Signature  
354-5406 Ind 3166

LIBRARY  
LAL BAHADUR SHASTRI  
NATIONAL ACADEMY OF ADMINISTRATION  
MUSSOORIE

Accession No. 107902

1. Books are issued for 15 days only but may have to be recalled earlier if urgently required.
2. An overdue charge of 25 Paise per day per volume will be charged.
3. Books may be renewed on request, at the discretion of the Librarian.
4. Periodicals, Rare and Reference books may not be issued and may be consulted only in the Library.
5. Books lost, defaced or injured in any way shall have to be replaced or its double price shall be paid by the